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ABSTRACT

Narrative text, tables, maps, and photographs present an overview of the Appalachian Regional Commission's (ARC) activities in fiscal year 1979, past achievements, and future goals. Major accomplishments of 1979 include: utilization of the $233 million appropriation for highway construction; approval of over $143 million in ARC funds for 985 projects in areas such as health, child development, vocational education, community development, energy, environment, natural resources, housing, research, and technical assistance; conducting a regionwide conference on ARC programs for children and families; planning a regionwide conference on utilization of Appalachian coal resources; completing Congressionally mandated studies on medical indigency and natural hazards; and establishing an advisory committee on cultural resources. Part I describes, program by program, the plan that ARC has followed over its 15-year history in attempting to revitalize the Region's economic and social development. Chapters summarize projects in the areas of transportation, enterprise development, health, education, child development, housing, community development, energy, environment, natural resources, and finances. Part II examines fiscal 1979 and presents maps, county population change data, program categories, amounts, and sources of funding for each of the 13 Appalachian states. A directory provides local development district addresses. (NEC)

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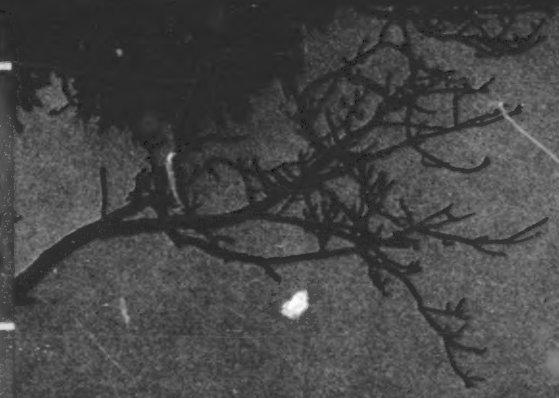

1979 Annual Report
Appalachian Regional Commission

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1979 Annual Report

Appalachian

Regional Commission

1666 Connecticut Avenue, N.W.
Washington, D.C. 20235

Appalachian Regional Commission

September 30, 1979

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STATES' COCHAIRMAN
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Cover photograph: The Hazard Vocational Technical School in Hazard, Kentucky. Photograph by Kenneth Murray.

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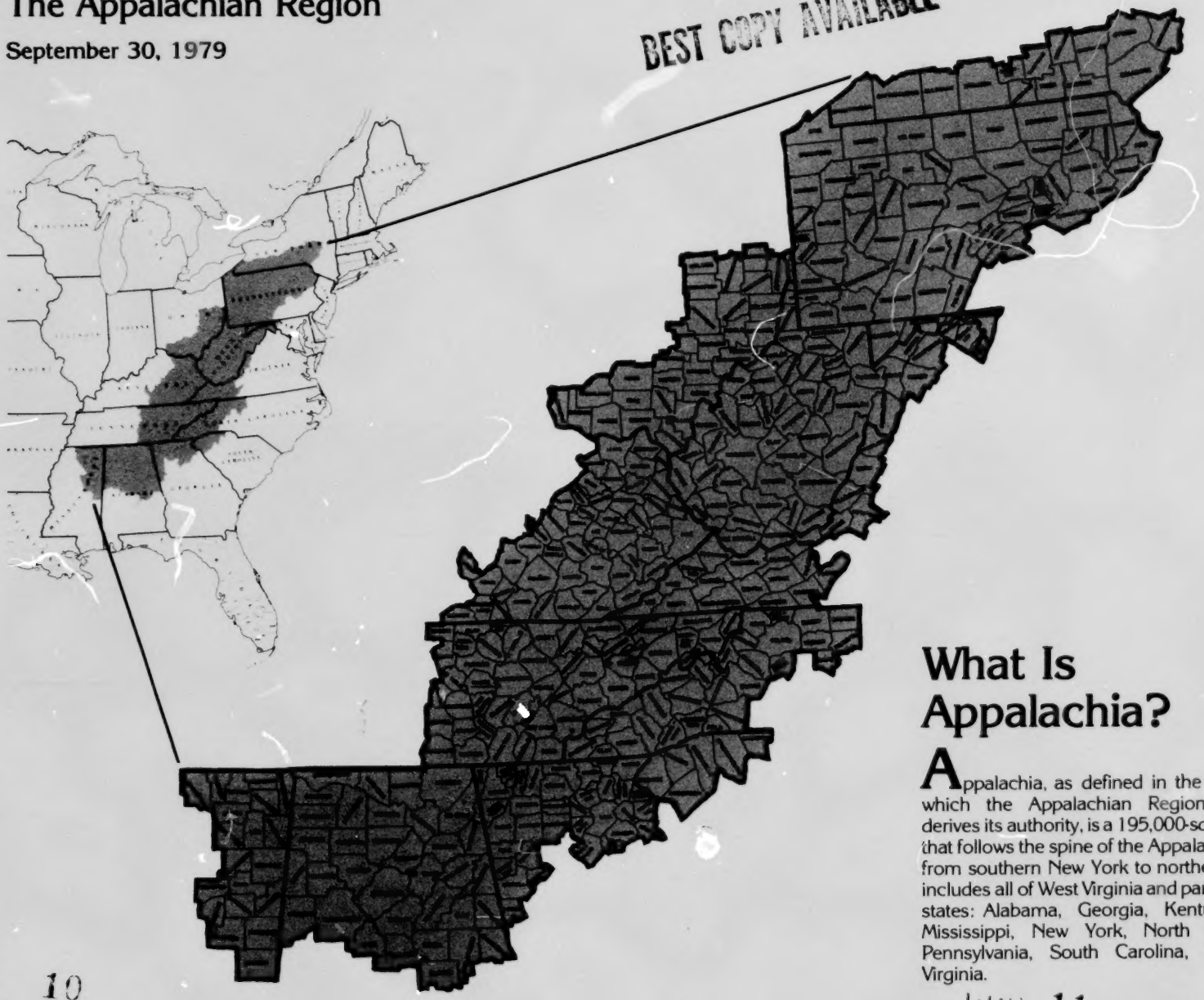
The Appalachian Region

September 30, 1979



What Is Appalachia?

Appalachia, as defined in the legislation from which the Appalachian Regional Commission derives its authority, is a 195,000-square-mile region that follows the spine of the Appalachian Mountains from southern New York to northern Mississippi. It includes all of West Virginia and parts of twelve other states: Alabama, Georgia, Kentucky, Maryland, Mississippi, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee and Virginia.

APPALACHIAN REGIONAL COMMISSION
1666 Connecticut Avenue, N.W.
Washington, D.C. 20235

March 31, 1980

The President
The White House
Washington, D.C.

Dear Mr. President:

Pursuant to Section 304 of the Appalachian Regional Development Act of 1965, we respectfully submit to you, for transmittal to the Congress, a report on the activities carried out under this Act during Fiscal Year 1979.

The report outlines the work of the Appalachian Regional Commission with the thirteen states that make up the Appalachian Region.

Respectfully yours,

Albert P. Smith, Jr.

ALBERT P. SMITH, JR.
Federal Cochairman

John D. Rockefeller IV

JOHN D. ROCKEFELLER IV
Governor of West Virginia
States' Cochairman

Preface

In 1964, the President's Appalachian Regional Commission (PARC) submitted to the President a report that was, in effect, a blueprint for economic development in a region so riddled with poverty that it had shocked the nation. As a result the Congress created the Appalachian Regional Commission and charged it with responsibility for translating that blueprint into a process and a program that would bring Appalachia into the mainstream of the nation's economy.

Each year since then, ARC has submitted to the President and the Congress an annual report on its fiscal activities, expenditures and accomplishments. This year, the Commission's 15th, it seems appropriate to go beyond a review of fiscal 1979 and examine ARC's achievements—and the Region's progress—in the light of that original blueprint.

Therefore, this report is divided into two parts. Part I describes, program by program, the plan that ARC has followed over its 15 years in attempting to revitalize the Region's economic and social development; Part II examines fiscal 1979. The report, as a whole, attempts to describe how the Appalachian Regional Development Program has evolved over the years; how program priorities have changed in response to changing regional and national conditions; and which challenges are yet to be met if the Commission is to achieve its ultimate goal of a healthy, thriving economy that is capable of contributing its fair share to the nation's economy.

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Countryside in rural Scott County, Virginia.

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Part I

Highlights of 15 Years

Jan Faul

A country road in Appalachian Kentucky.

Kenneth Murray

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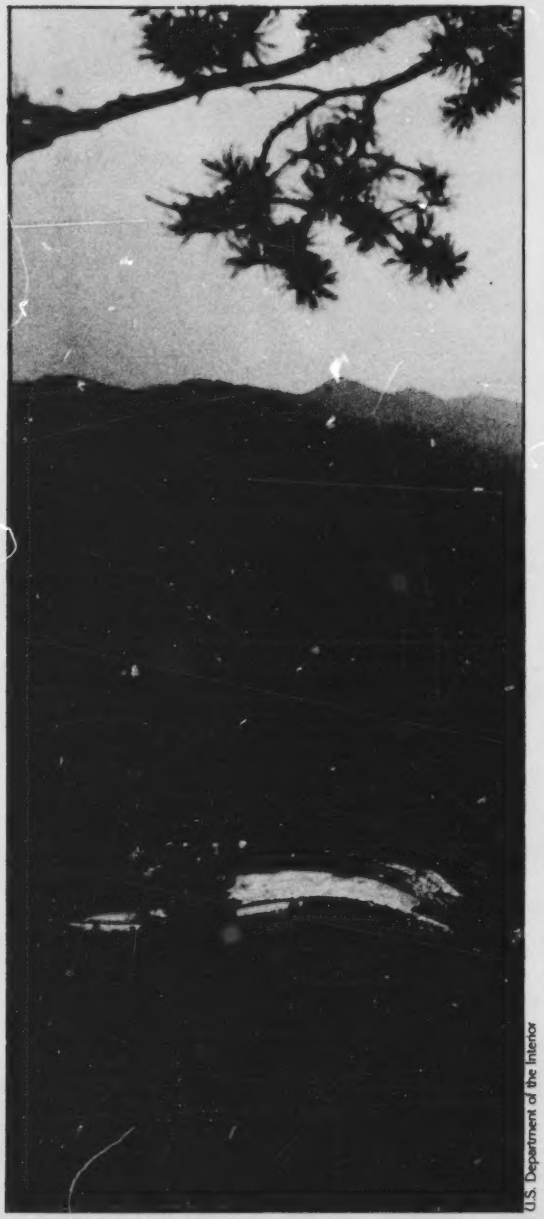

U.S. Department of the Interior

The pinnacle overlook just above the Cumberland Gap.

History of the Region

Appalachia is a region of contradictions. Even the adjectives so often used to describe it are paradoxical: rich yet poor; exploited yet underdeveloped; scarred yet beautiful. To understand this paradox it is first necessary to delve a bit into Appalachia's history and the nature of its people. Only then is it possible to understand the socioeconomic evolution that led to its national emergence as "a pocket of poverty" in the richest nation in the world and, ultimately, to an experiment in government called the Appalachian Regional Development Program.

Appalachia—The Place

The Appalachian Region, as defined by the Appalachian Regional Development Act (ARDA) as amended, includes all of West Virginia and part of New York, Pennsylvania, Maryland, Virginia, Ohio, Kentucky, Tennessee, North and South Carolina, Georgia, Alabama and Mississippi. It incorporates 397 counties in the 13 states, covers a total of 195,000 square miles and has a current population estimated at close to 20 million.

Its topography is one of rolling hills and high plateaus to the north and east; sharply rising mountains and deep, narrow valleys in the central portion; and more rolling hills dropping off to plains to the south.

Appalachia is a land rich in natural resources. Eight of the 13 states have coal deposits estimated at 113.3 trillion short tons. Natural gas and deposits of many other minerals are among its other natural resources. Much of the Region is heavily forested; Appalachian hardwoods are famous throughout the country. Water is generally abundant. Verdant in summer, the Region's higher altitudes accumulate enough snow in winter to attract year-round tourism. Few other regions in this country, if any, are so richly endowed.

Thrust up between the heavily populated, industrial East Coast and the thriving Midwest, Appalachia, with abundant resources and a prime geographic location, theoretically should have benefited richly by doing business with its neighbors on both sides. In reality, however, Appalachia existed for generations as a region apart, isolated physically and culturally by its impenetrable mountains.

How It Came About

From the time the first wave of pioneers challenged the mountains in the early 17th century until the Industrial Revolution hit America, the Region remained largely unchanged. The westward-bound who decided to stay in the mountains did so because the rugged hills suited their need for "elbow room"; the game and small patches of tillable land provided ample sustenance. Attracted by the self-sufficiency of mountain life, they settled in tiny hollows and long narrow valleys. Here they weren't answerable to any government or hemmed in by too many people too close at hand.

Neither the revolt against England nor the Civil War managed to change their lives significantly. While many fought the war for independence, few sought active roles in the new family of states. Later, when the states chose up sides for the Civil War, so did the mountain people—but with some unexpected results.

Appalachians, like the rest of the people in the country, were divided in their allegiance, some sympathetic to the North, others to the South. Slavery was not, however, the root cause for the division between the highlands on the one hand and the lowlands to the east and west of the mountain chain, on the other. Neither was it the prime cause for such moves as West Virginia's breaking away from Virginia to seek separate status as a state. Although the concept of slavery was alien to the nature of the mountaineer, the real basis for the schism was socioeconomic and political. The mountains imposed an economy of scarcity and a hardy lifestyle that nurtured independence and aversion to rules and regulations. The result was an economic, political and social structure vastly different from the interdependent and relatively

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Bill Blanton

(ABOVE) A coal train in southwestern Virginia.

prosperous society of the flatlands.

It wasn't until the Industrial Revolution in the late 1800s that Appalachia began to undergo significant socioeconomic change. And the reason was coal. Although coal had long been known to exist in the Region (it had in fact been used by Indians before the white man arrived), its extensive use as a source of energy started only after the Civil War. With the coming of the Industrial Revolution, coal became the fuel that fired the furnaces of the nation.

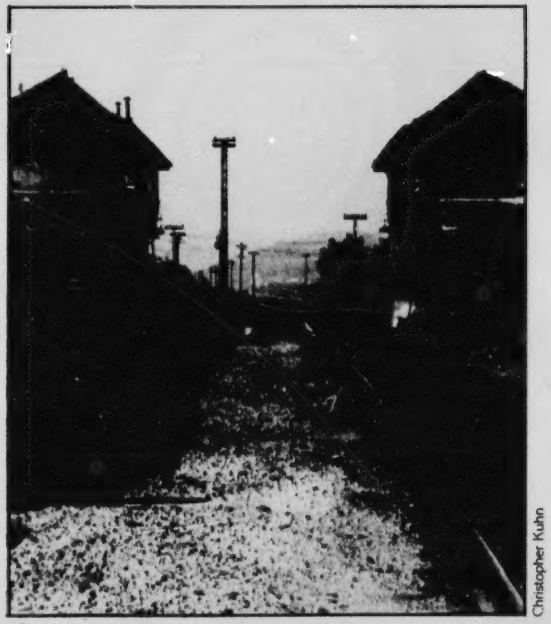
Unfortunately, the mountain people didn't realize the implications of their mineral wealth. Many sold their land and/or mineral rights for pennies an acre to "outsiders." Unsophisticated in the ways of the new industrial society, Appalachians became not the entrepreneurs but the laborers.

The mines were welcomed nonetheless, for the population, though widely scattered, had outgrown the food supply. Mining coal was a needed alternative to squeezing a living from the depleted land.

Coal quickly became a major industry, particularly in the Central Appalachian mountains. But because the industry was so sensitive to fluctuations in the national economy, it also quickly developed a boom-and-bust cycle. Most of the industry was controlled by "outside" interests, as well, so that little of the profit remained in the Region. When oil flooded the American marketplace in the 1950s, displacing coal as the nation's primary source of energy, Appalachia found itself faced with the prospect of a prolonged economic "bust."

Although coal was integral to the regional economy, Appalachia was not economically homogeneous throughout. There were differences enough to give the subregions of Northern, Central and Southern Appalachia each a different economic character. When the coal industry appeared to bottom out in the 1950s, the results might not have been so devastating had it not been for simultaneous downturns in other segments of the overall regional economy.

(BELOW) These abandoned switch towers in Allegheny County, Pennsylvania, symbolize the railroad decline in Northern Appalachia.



Christopher Kuhn

Central Appalachia (the rich coal fields of Kentucky, southern West Virginia, southwestern Virginia and eastern Tennessee) was hardest hit by the switch from coal to oil because of its unique dependence upon mining. The most rugged, hard-to-reach part of the Region, Central Appalachia had never been able to build the economic diversity needed to withstand periodic downturns in its major industry. As a consequence, when oil overtook the market, Central Appalachia's economy plummeted.

At the same time, Northern Appalachia began to feel the full impact of its economy's failure to keep pace with changing times and technologies. The New York, Pennsylvania, Maryland, Ohio and West Virginia counties that make up Northern Appalachia had for years produced capital goods for the industrialized Northeast. Capital goods production (heavy machinery, tools, etc.), along with such intermediate industries as steel and, to a lesser degree, coal, were the major components of the subregional economy.

However, by the 1950s, the manufacturers were no longer competitive with newer capital goods producers in other parts of the nation. Both steel and coal production were down, too. Reduced production in all three areas—capital goods, steel and coal—paralyzed the railroads which had grown up in support of them. The economic decline in Northern Appalachia, plus the tantalizing prospects of cheaper nonunion labor and a more moderate climate, caused more and more potential investors to favor the South.

Southern Appalachia (north Georgia, Alabama, Mississippi, western North and South Carolina and parts of Tennessee and Virginia), on the other hand, had long depended upon agriculture as the mainstay of its subregional economy. Agriculture, however, had grown increasingly marginal until it, too, slipped into serious decline. The combination of foreign competition and decreased demand slowed textile production, which was Southern Appalachia's other important industry.

So coal alone was not responsible for the economic depression that beset the Region. Rather, it was the coal "bust" in combination with significant and concurrent downturns in all major segments of the subregional economies that plunged

Twisting mountain roads like this Kentucky road under construction near Jackson are common throughout Appalachia.

Kentucky Department of Highways

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Appalachia into so prolonged and devastating a decline.

And there was the one factor that strapped the economy of the entire Region: isolation. The same narrow twisting roads that limited Appalachians' social and cultural horizons and their access to education, health care and other vital services, also discouraged new industrial development of any kind.

The states, their modest treasuries drained by unemployment and enormous deficits in all human services, could barely afford to repair the roads pitted and broken by heavy coal trucks.

The Interstate Highway System that was to link the nation coast to coast skirted Appalachia in favor of connecting more densely populated urban areas. To add insult to injury, the states couldn't afford to build those Interstates which did cross the Region. The cost—many times the national per-mile average—was well beyond the states' means. Railroads were on the decline nationwide, and commercial air service, growing rapidly almost everywhere else, skipped over the Region.

By 1960, it looked as if oil had sounded the death knell for coal and, in doing so, had doomed Appalachia to an economic depression from which it might never recover.

The Plight in 1960

Any attempt to describe the plight of Appalachia in the year 1960 falls short of the human reality. There are, of course, statistics. Only 8.7 percent of the families in the Region had incomes over $10,000 compared to 15.6 percent for the rest of the nation. Per capita income was 35 percent lower in Appalachia. About one-third of its population lived below the level of poverty.

During the 1950s, mining and agriculture in Appalachia had released half of their combined work forces—614,000 people. Recorded unemployment was 7.1 percent (5 percent for the rest of the nation). But the figures did not tell the whole story. Something called "hidden unemployment"—people so long without work and others so discouraged by the lack of opportunity that neither group sought jobs—effectively

increased the number of unemployed to an estimated 700,000.

Poverty ran deeper than any unemployment rate could reflect, however. It touched every aspect of human existence. In 1960 barely one-third of all Appalachian adults had completed high school (one-half for the rest of the nation); only five out of every 100 adults had completed college (eight per 100 for the rest of the nation).

Health indicators placed the Region a decade, perhaps even further, behind the accepted level of health care. Infant mortality dramatically exceeded the national average. Appalachia had far fewer doctors per capita than the rest of the country, and these doctors were concentrated in the Region's few urban areas. That left the rural residents—the vast majority of Appalachia's 16 million people—with little or no access to professional medical care.

People—among them many of the best educated, most skilled, the young and the able-bodied—had left the Region in large numbers. To many who joined the exodus, cities like Toledo and Detroit meant survival but not contentment. While many did find work and a new life, others found city life alien, unwelcoming. They were generally Central Appalachians, proud mountain people whose environmental and cultural heritage made them oddities in an urban setting.

This was Appalachia in 1960, a year when the rest of the nation was enjoying remarkable prosperity and growth. Fortunately, it also was the year that America came face to face with the poverty it didn't know existed in a place it had ignored for generations.

The Turning Point

Despite two government studies (one as early as 1902 and another in 1935) on the Region's increasingly precarious economy, despite the individual efforts of Appalachian governors, Congressmen and other officials, the Region had never been able to stimulate the outside support needed to generate workable solutions to its growing problems. When Appalachia did finally capture the nation's attention, it happened almost by accident.

In 1960, the Presidential hopefuls waged an intense campaign in West Virginia. The national television and press that followed the campaign into the mountains gave America its first intimate look at widespread poverty in the richest nation in the world.

Their interest piqued, the press delved deeper, and it soon became apparent that West Virginia was not alone. The same conditions prevailed in parts of Kentucky, Tennessee, Pennsylvania and several other states which shared a common piece of geography called Appalachia.

Recognizing the strength of numbers, the Appalachian governors united under the banner of Appalachia and, in 1961, released an updated report on the Region's problems. Under the leadership of Appalachian representatives, notably West Virginia Senator Jennings Randolph, the Congress exercised increasing pressure for national action. Touched by what he had seen personally during his campaign and prompted by the Appalachian governors and Congressmen, President Kennedy appointed the President's Appalachian Regional Commission (PARC) to assess the Region's problems and to recommend ways to solve those problems.

Following an intensive investigation of the Region's socioeconomic conditions, PARC submitted its final report and recommendations to the President in early 1964. Both the legislative and executive branches acted quickly. Using the PARC report as its guide, Congress translated the Commission's recommendations into legislation creating the first large-scale regional economic development program ever undertaken jointly by the states involved and the federal government.

In March of 1965, less than a year after PARC submitted its report, President Johnson signed the original Appalachian Regional Development Act. It was an historic occasion marking the beginning of an experiment in government that has, in 15 years, established a standard for regional economic development based upon assured participation at all levels of government.

In 1965 Appalachia had far fewer physicians per capita than the rest of the nation, and many rural areas depended upon the services of the visiting nurse.

Charles Fentress, Jr

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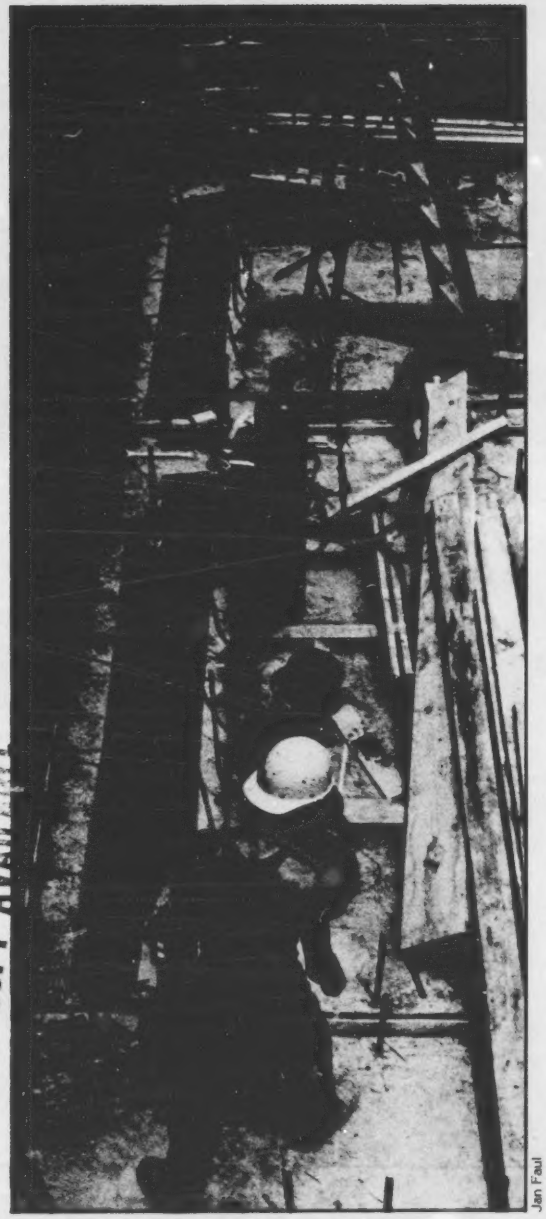

Jan Faul

Changing economic conditions in the Region since 1965 have opened up many new jobs in construction.

Population, Income and Employment Changes

The Appalachia that PARC examined in 1964 is in many ways different from the Region of 1979. While significant disparities do still exist between the Region and the nation, the past 15 years reflect an increasing number of positive changes, among them the reversal of the outmigration trend prevalent during the 1950s and early 1960s. The Region's 1979 population (19.5 million) is 9 percent larger than in 1964 (18.0 million), with about 85 percent of this growth since the 1970 census.

In the 1950-60 decade, the Region lost one-eighth of its population by outmigration to other areas. While population growth in Appalachia was only one-sixth the national rate between 1965 and 1970, with outmigration of 390,000 persons, the following decade saw a reversal from net outmigration to net inmigration.

During the 60s, the Region gained 500,000 people, based upon a natural increase of 1.6 million and net outmigration of 1.1 million. Projections for the 1970s indicate that Appalachia will have gained 1.4 million people, with about two-thirds of the increase from natural growth and one-third from net inmigration.

ARC currently estimates the Region's population growth rate for the 1970s at 0.75 percent annually or almost equal to the national average rate. Southern Appalachia gained the largest share of the Region's population growth of the 1960s and 1970s, with an annual rate of growth of 1.3 percent. Central Appalachia, historically the subregion losing the most rapidly through outmigration, is estimated to have experienced the greatest annual rate of population gain (1.6 percent) in the 1970s, due in part to the resurgence of the coal industry. Northern Appalachia lags far behind with only 0.2-percent annual growth, and net outmigration continuing, though much less than in the 1960s.

Increases also have been noted in the per capita total personal income of the Region. In 1965, the regional per capita income was only 78 percent of the national average. By 1970 it had grown to 81 percent and in 1979 is projected to be about 85 percent of the national average. Among the subregions, Central Appalachia has shown the most rapid increase, rising from 59.1 percent to 73 percent of the national average between 1970 and 1979. It far outdistanced both Southern and Northern Appalachia in rate of increase. Southern Appalachia's per capita income increased from 76.2 to 82 percent between 1970 and 1979, while Northern Appalachia increased more slowly, from 87.8 to 90 percent of the national average.

Nevertheless, Northern Appalachia's per capita income continues to be the highest among the subregions at 90 percent of the national average. Southern Appalachia follows at 82 percent and Central Appalachia, even with its dramatic increase, still lags far behind at 73 percent.

However, Appalachia's poverty population has decreased. Between 1960 and 1976, the incidence of poverty declined from 31 to about 15 percent of the total population. Despite this improvement, Appalachia still remains one of the nation's largest pockets of poverty, with an estimated 2.8 million of its 19 million inhabitants with incomes below the poverty level.

Unemployment rates also have changed measurably over the past 15 years. In general, the Region's unemployment rates, after dropping from high levels in the 1960s, have followed national trends, rising and falling in response to fluctuations in the national economy.

In 1965 the regional unemployment rate was 5.3 percent and in 1970 5.4 percent, comparing unfavorably with national rates. By 1973, however, the Region recorded an unemployment rate of 4.7 percent, somewhat lower than the national average of 4.9 percent. Southern Appalachia's low 3.7-percent unemployment rate was largely responsible for Appalachia's low unemployment rate, for, at the same time, Northern Appalachia had 5.3 percent and Central Appalachia 6.1 percent unemployment.

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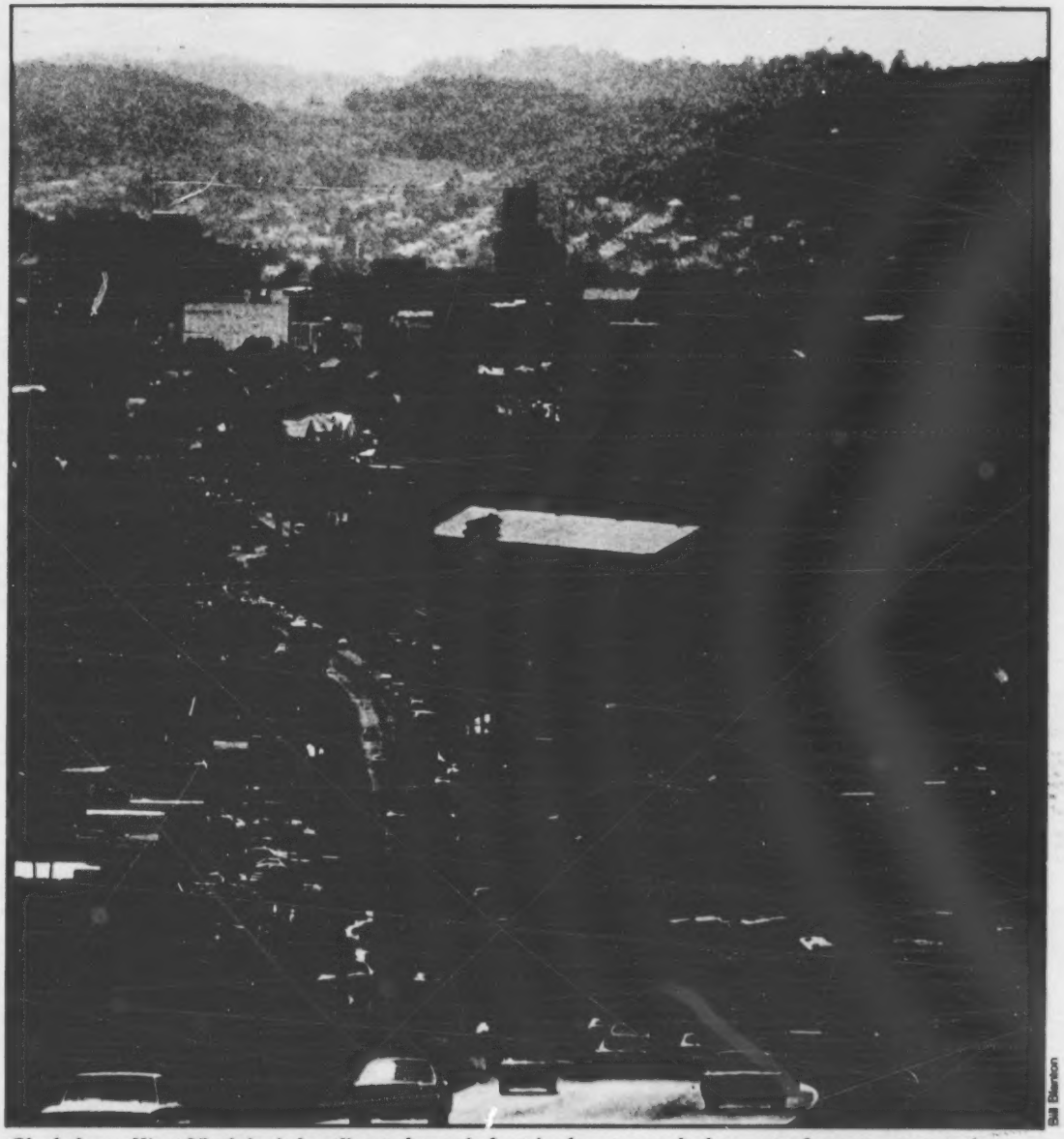
Unemployment rose in the recession year 1975 to 8.7 percent in Appalachia, compared to the 8.5-percent U.S. rate. The following year, Appalachia's unemployment declined to 7.6 percent or just below the 7.7-percent national rate. In 1979, the Region's unemployment rate was 6.5 percent, compared with 5.8 percent for the United States (the lowest since 1974).

While Appalachian unemployment rates tend to follow the national average and frequently compare favorably with them, it is impossible to get a clear picture of the unemployment in Appalachia without taking into account what has become known as "hidden unemployment." These are people who do not show up in the unemployment figures because they no longer seek employment.

"Hidden unemployment" was particularly significant in the 1950s and early 1960s when few jobs were available and economic expectations were low. With no job and no expectation of getting one, many people finally dropped out of the employment search altogether. So, in the early 1960s PARC and others estimated that the actual Appalachian unemployment rate, including hidden unemployment, may have been 10 to 15 percent (substantially higher than the official data).

While "hidden unemployment" may be somewhat reduced today, it still exists. The unemployment situation in the late 1970s was intensified by the number of coalminers out of work. Despite the nation's energy crisis, coal production was down considerably, and, as a result, unemployment among coalminers was on the increase. In nine coal-producing counties of West Virginia and Kentucky, 1979 unemployment was estimated at 10 percent or more.

The regionwide improvements in population growth, per capita income and unemployment do reflect well upon the changing economic conditions in Appalachia. However, these indices of change also clearly point out that while some parts of the Region have improved significantly measured against the nation, other parts still continue their progress at a much slower rate than either the Region as a whole or the rest of the country.



Bill Blanton

Clarksburg, West Virginia, is bustling today as industries locate nearby because of new transportation links through the Appalachian Development Highway System.

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Bill Blanton

Grainger County, Tennessee.

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Structure of the Commission

When the Appalachian Regional Commission and the Appalachian program were created and funded in 1965, both were new and untried concepts. There was no existing model for the Commission's federal/state partnership, no similar program that integrated such elements as highways, health, education and housing into a program, in the words of the 1965 Appalachian Regional Development Act, "to assist the region in meeting its special problems, to promote its economic development, and to establish a framework for joint Federal and State efforts toward providing the basic facilities essential to its growth and attacking its common needs on a coordinated and concerted regional basis."

This new regional commission and program were recognized as an experiment from the outset. In the years that followed passage of the original Act, the Congress was to refer repeatedly to the ARC's experimental nature. A 1967 Senate report on ARC continuation legislation, for example, cited it as "our most recent experiment in government."

The report said, "The Appalachian Regional Commission . . . broke new ground in structuring relationships between and among the Federal Government, State governments, local governments, and individual citizens and private business. . . . This program is the embodiment of a new approach in intergovernmental relations, best expressed in the concept of creative federalism . . . As it was conceived and established, it is an equal partnership between the States and the Federal Government."

The Commission, like the programs for which it is responsible, has evolved with experience, however. In its efforts to achieve that "creative federalism," the Commission has made changes that ultimately resulted in the strong state/federal partnership which exists today.

The Decision-Making Body

Congress realized that PARC's recommendation for a federal/state partnership was the key to the eventual success of the regional program. So ARC was established by law with a membership composed of the governor of each participating state and a federal representative appointed by the President. The federal representative serves as the federal cochairman, with the state members electing one of their number to serve as states' cochairman.

The original legislation stipulated that all Commission action would require the vote of a majority of the states and the federal cochairman. State members were to represent both their individual and collective interests, while the federal cochairman was to bring to the table the federal—specifically the administration's—position. Through interaction among the members and this voting procedure, the Commission would be able to blend state and federal interests into a regional program. The intent was to put the decision-making responsibility into the hands of those ultimately responsible for carrying out the decisions, thereby heightening the chances for a full commitment of all possible resources toward achieving agreed-upon regional goals.

The ARDA of 1965 gave each governor the option of naming a person (alternate) to represent him on the Commission. Early in the program, the governors opted for that choice, electing to send their alternates to participate in regular policy sessions. Nearly a decade later in 1975, after a careful review of the process, the Congress amended the legislation to refine the process. Over the years both time and changes within state administrations had altered perceptions of the program on the state levels. While the Appalachian governors voiced strong support for ARC, few participated personally in the decision-making process. Critics, in fact, noted that in some states the program had been relegated to officials who did not have the authority to initiate or to agree to the types of decisions that sustained the vitality and regionality of the program.

In its official report on the amendments passed in

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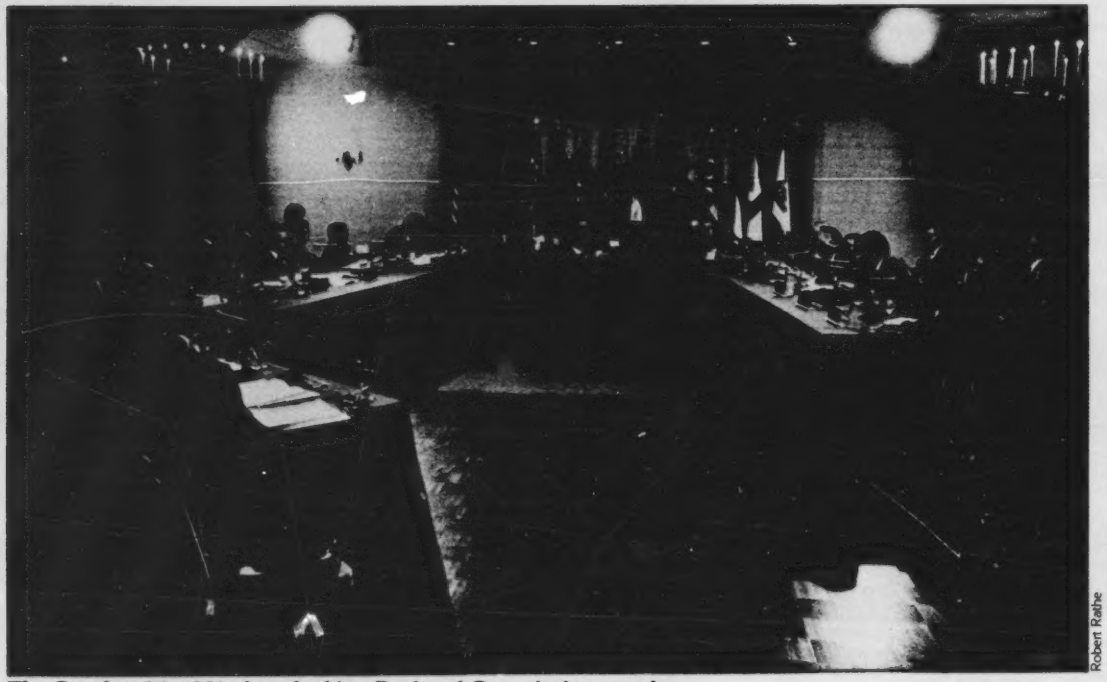

Robert Rathe

The October 24, 1979, Appalachian Regional Commission meeting.

1975, the Senate Committee on Environment and Public Works (then the Senate Committee on Public Works) stated that "these amendments are to insure the Governors' control and participation in Commission decision making." The amendments stipulated that only the governor could serve as a state member of the Commission, although he could appoint a single alternate from his cabinet or personal staff. A quorum of governors (seven) was deemed necessary for certain specific actions; an alternate member could not be counted in establishment of a quorum, but an alternate could vote in the presence of a quorum.

Those actions which would require a quorum of governors were: all policy matters, ARC Code changes, allocation of funds among the states, approval of state or subregional plans.

Even before these amendments became law, the Appalachian governors had begun to play much more active roles in the program, including attending a number of quorum sessions. Since 1975 the Commission has met with a quorum of governors present two to four times annually. Not only have the governors and the federal cochairman personally decided all policy matters as stipulated by the amendments, but as a group they have exercised their considerable collective political influence to shape national policies and federal regulations that impact upon Appalachia.

In addition, the governors have initiated a series of conferences to address regional issues and, in doing so, have greatly broadened and strengthened local participation in ARC's decision-making process. The conferences have addressed vital subjects such as regional economic development and balanced growth, the children of Appalachia, coal production and energy and health care.

Largely through direct sponsorship of the governors, the Commission has been able to attract the foremost authorities in each area, top administration officials and representatives of business and industry to participate in the conferences, along with key state and local officials and interested citizens from throughout the Region. The interaction of the conference participants and their consensus on key issues have been used by the Commission to guide its policies.

The 1975 amendments also reaffirmed the roles of the executive director and the ARC staff. In accordance with PARC's recommendations, the Commission over its first decade had operated with an executive director and professional staff intended as an independent nonpartisan group of experts providing support and technical information. The 1975 amendments, in effect, insured beyond any doubt the full independence of the executive director and the ARC staff to develop policy and programmatic recommendations based upon their best professional judgments. The Senate Public Works Committee report on the 1975 amendments contained the following specific language on this matter:

" . . . The executive director is to be the chief administrative officer of the Commission staff. There must be one individual clearly responsible to the Commission for the day-to-day operations of a staff whose duty is to implement Commission decisions. The Commission staff must be distinct in its functions and responsibilities and free to provide impartial, objective judgments and to advise the members of the Commission on matters affecting policies, operations and procedures. The Congress designed the staff as an independent group of experts to produce impartial and technical information and make recommendations to the Commission based upon such data. It must not be unduly influenced by either partner if it is to serve the Commission in the development of unified Federal-state policies to solve the problems of the Appalachian Region."

Finally, the Senate committee report also addressed the role of a states' Washington-based representative. Although the original legislation was silent on the subject, the states had, at the first Commission meeting in 1965, appointed such a

representative. As the Senate report noted, policy responsibility began to shift away from the Commission table to the "executive committee" where the votes were cast by the federal cochairman and the states' Washington representative, who, in the absence of gubernatorial participation, cast the states' vote. Although a member of the committee, the executive director had no vote.

The Senate committee report on the 1975 amendments not only mandated gubernatorial participation in specific policy actions; it questioned the need for, and the role of, the executive committee. If the Commission did decide that such a committee was necessary, the Senate report stated that only a governor serving as the states' cochairman (or a group of governors) could cast the states' vote in any such committee.

Noting that while the states might want to maintain a small staff at ARC headquarters for the purposes of continuity and advice, the report stated, "It is contrary to the intent of this Act to delegate to such staff any policy formulation, program management, or staff supervisory authority."

The evolution of the Commission over these past 15 years clearly illustrates the farsightedness of PARC, which originated the notion of a federal/state partnership, and the Congress, which translated that notion into a workable union.

LDDs

The 1964 PARC report also recognized the likelihood that the Commission would have to address itself to establishing and/or strengthening the capacity of local areas to deal with economic development; therefore, PARC suggested the possibility of creating local development districts as substate planning and development agencies, and the legislation creating ARC provided for the creation and support of such districts.

Appalachia had (and still has) a plethora of small jurisdictions that range from tiny unincorporated places to small towns and cities. Unfortunately, few of these jurisdictions had the planning capacity or the grantsmanship expertise to pursue either private or public investments successfully. Where this expertise did exist, the Region's long history of competition among towns and counties inhibited their ability to work together to enhance their chances of success. Instead each town vied with its neighbors for jobs, state and federal dollars and any new business investments, often to the detriment of all involved.

So, following PARC's notion that each state must determine if it wanted LDDs--and if so, what form they would take and what role they would play—the Commission endorsed the idea and left each state to pursue the LDD idea in the manner of its own choosing.

The idea for the Jenny Wiley trail in Kentucky came from the FIVCO Area Development District, which also supervised its construction.

William Kuykendall

Today, Appalachia has 69 LDDs that incorporate all 397 counties in all 13 states (see map on page 72.) Funded in part by ARC, the LDDs take a variety of forms—nonprofit organizations, regional planning corporations, councils of governments—according to the design of each state. By whatever name they are called, all share the same general functions, including building the capacity for areawide economic development and the development expertise needed to implement these plans through specific investment programs.

These LDDs form a very essential link between the people directly affected by ARC projects and those who make both state and regional policies. The LDDs, each serving several counties that share common economic potentials and problems, provide the local input that PARC considered the foundation for lasting change in the Region.

New housing in Thomas Village, a development established by an arm of Virginia's LENOWISCO district, is replacing flood-damaged housing in Scott County.

LENOWISCO

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Each of the 69 LDDs operates under the direction of a board of directors composed of a majority of local elected officials, plus community business and labor leaders, and other private citizens. Each has a professional staff responsible for developing areawide plans and implementing areawide development strategies and specific projects, based upon the policy outlined by the boards.

Interaction among the LDDs also is important to the growth of the Appalachian program. Annual LDD conferences, Commission conferences and the exchange of ideas via the ARC staff (which provides, at the states' request, direct technical assistance to the districts) are ways in which the local development districts share mutually beneficial experiences and information.

The Process

The process that allows the federal government, individual states and the LDDs to operate in concert is the Appalachian development planning process. Planning takes place on all three levels—regional, state and district. The regional plan, which is composed of several documents, articulates regional problems and potentials, establishes regional goals and objectives, and sets forth a long-range development strategy for the Region.

At the next level, each state prepares a state Appalachian development plan which sets forth state Appalachian goals, objectives and investment strategies within the framework of the regional plan. Finally, the districts follow the same pattern, identifying districtwide problems and potentials, establishing goals, objectives and an investment strategy.

Each state plan is revised annually based upon achievements and changing priorities, so that the entire planning process—regional, state and district—is an on-going process.

Once the weakest link in the planning chain, most LDDs now have the planning and development expertise to fulfill the basic planning function. All of the districts have developed, or are in the process of developing, areawide action programs (AAPs), which, in essence, are long-range multiyear development plans. Among ARC's top priorities is to continue to assist the LDDs to build their planning and development expertise to insure an even greater measure of local participation in the overall decision-making process.

Research, Evaluation and Support for LDDs

An integral and unifying aspect of the overall Appalachian program is its research, evaluation and LDD support program. Funds devoted to these activities cross program lines, guide institutional development, strengthen local participation, enhance the planning process at all levels and generate the data and information input for regional priority setting and decision making.

This program breaks down into three categories: LDD support, Commission research, and state research and technical assistance, the latter provided from the states' single allocation (each state receives a lump sum allocation of ARC funds for area development and technical assistance).

LDD Support. The key recipient of ARC technical assistance monies is the LDD. As the districts have grown in numbers and responsibility, ARC has increased LDD planning and administrative funding from $890,000 in 1966 to $5.4 million in FY 1979. Today the ability of the 69 LDDs to offer technical assistance to their constituent governments is a major factor in helping these governments benefit from ARC programs. Appalachian development planning by the states has increasingly drawn upon district resources and plans. ARC, the states and their local constituencies call upon the LDDs for technical assistance in public finance, management and planning and for general program activities.

In 1975, ARC's legislative amendments recognized the growing importance of the local development district system to the overall success of the program and clearly articulated the districts' role and responsibilities in strengthening the federal/state partnership. The amendments called for preparation of areawide action programs (AAPs) to provide one coordinated process and basic document to be used by as many federal, state and local agencies as possible as the basis for their program funding decisions.

The Commission is committed to encouraging continued growth of the districts and to insuring that they will continue to increase in stature, in their

Robert Rathe

The panel on replacing oil with coal, and coal switching and conversion meets at the 1979 Appalachian Regional Commission conference in Binghamton, New York.

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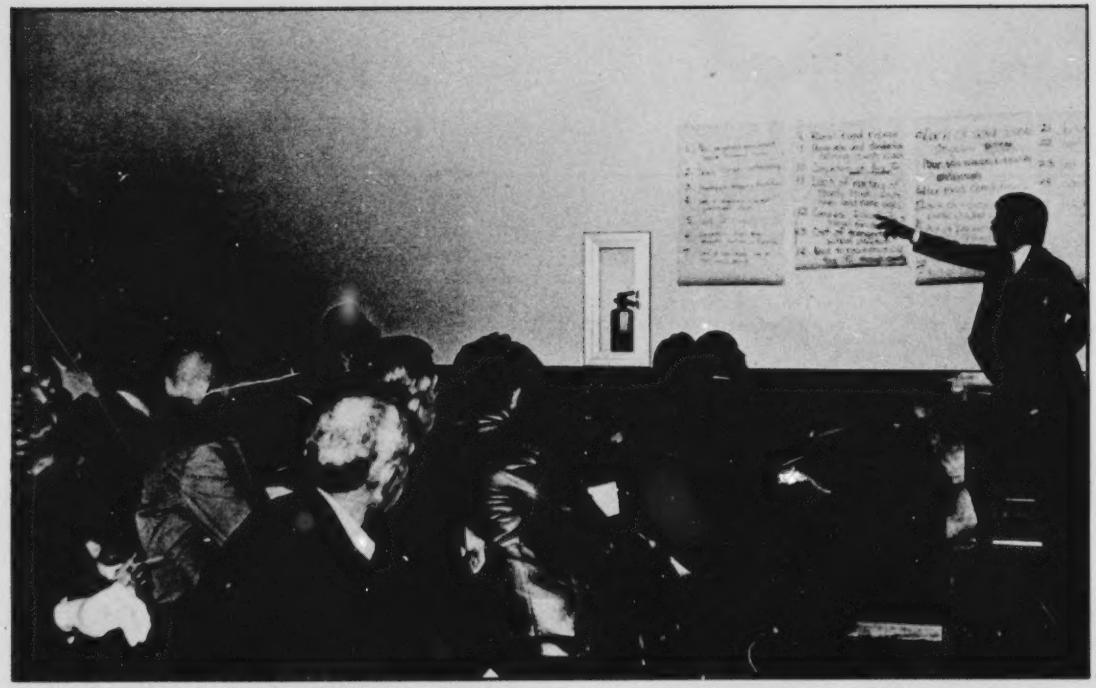

Dick Zancker

Keith Richardson of the East Tennessee Development District conducts a county needs assessment hearing as part of the district's priority-setting AAP program.

overall planning and development capabilities, and in the level of their participation in the regional decision-making process.

Commission Research and Evaluation. To assure that the Commission's research program continually focuses upon priority regional issues and concerns, ARC prepares an annual research prospectus. This prospectus sets forth the priority research issues within the major Commission program areas. These priorities then serve as the basis for the development of specific research, demonstration and technical assistance projects.

In the early years of the program, the research tackled the most obvious and pressing of problems. However, as the Commission has matured, it has refined the selection process based upon its own growing experience. The conferences and public meetings that have been held in increasing numbers in recent years have also become a prime vehicle for identifying issues at the grass-roots level.

At the regional level, a critical component of the ARC research program is support for the regional planning process, which centers on the state development and investment plans. Another essential component of the overall research program is energy and environment. Some specific priorities within this component are energy conservation, use and production of Appalachian coal and other alternatives to oil, disposal of hazardous and nonhazardous solid waste, and agriculture and forestry marketing.

Over the years ARC has engaged in a number of research projects that have proved highly significant in the priority-setting process and in guiding ARC program investments and establishing regional priorities. The subjects of some of those research projects have been coal haul roads, solid waste disposal, adult literacy and infant mortality.

Evaluation has also been a consistent ARC priority. In recent years, the emphasis has been on achieving a balance between state- and Commission-level evaluations, with special attention placed upon identifying and evaluating unique demonstration projects and stimulating their replication or adaptation where appropriate throughout the Region. However, development and improvement of monitoring and evaluation capabilities at the state level does remain a key element in the overall evaluation effort.

State Technical Assistance, Research and Demonstration. Each state also engages in technical assistance, research and demonstration projects designed to address practical development problems in health, community development, transportation and other functional program areas. In addition, the Commission funds demonstrations to increase capabilities at the state, substate and local levels in programs related to creating new employment and to increasing the income potential of citizens of the Region.

This program gives the states the particular advantage of setting priorities according to their respective needs and thus encourages innovation. Among the many examples of the use of state technical assistance, research and demonstration monies is South Carolina's managerial assistance to the towns and small cities. Each county within South

Carolina's LDD has a district staff member assigned to it to provide city manager assistance as needed by the communities, most of which are too small to employ a city manager full time. All of Appalachia's 69 districts either have provided or are providing this type of assistance.

After identifying rural mass transportation as a priority, North Carolina used some of its research and demonstration funds, along with a grant from the U.S. Department of Transportation, to conduct a statewide rural study on the subject. That survey formed the basis for establishing rural mass transportation guidelines and policies.

Appalachian Mississippi, which has a largely agricultural economy, is conducting a multiyear demonstration designed to increase the level of general technical assistance to small farmers to help them raise their incomes. In Appalachian New York, the state office for the aging is managing an ARC state demonstration project to provide low-cost firewood to heat the residences of the low-income elderly.

As these examples indicate, the latitude allowed the states in the use of their state ARC technical assistance, research and demonstration funds has resulted in a wide variety of new and innovative approaches to problem solving.

An ARC-funded study has investigated the condition of coal haul roads in the Region, many of which, like the Indiana County, Pennsylvania, road shown (BELOW), have been heavily damaged by coal haul traffic.

Pennsylvania Department of Transportation

State technical assistance has funded city managers in many states. (BELOW) Circuit-riding administrator Jeff Morse (right) checks the water supply of Independence, Virginia, with Mayor Jack Rudolf.

Bill Blanton

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Bill Blanton

A highway construction crew is hard at work on a highway bridge near Athens, Ohio.

Transportation

Development activity in Appalachia cannot proceed until the regional isolation has been overcome. Its cities and towns, its areas of natural wealth and its areas of recreational and industrial potential must be penetrated by a transportation network which provides access to and from the rest of the nation and within the Region itself. No analysis of the regional problem has failed to identify the historic and persisting barrier-effect of its mountain-chains as a primary factor in Appalachian underdevelopment. The Commission recommends a mix of investment and timing which gives the single problem of access a double priority of emphasis."

That statement from the 1964 report of the President's Appalachian Regional Commission has remained basic to ARC's program over the past 15 years. It was challenged by some who sought a "quick fix" solution to the problems of Appalachia. It was questioned by some who pointed out that a whole generation of children would be grown long before the highways could be planned and built.

But year after year, the Commission—with Congressional and Presidential support—held to the tenet that no lasting improvement in the Region would be possible without the highway system. The original legislation authorized 2,350 corridor miles. That number was increased to a total of 3,025 over the next 15 years as corridors in Alabama, Mississippi, South Carolina and New York were added to the original nine-state system, and additional miles were required to meet new environmental or developmental needs.

At its first meeting on May 12, 1965, the Commission approved the first 992 miles of the system, including 87 miles of quick-start projects. Less than two months later, on July 6, construction of the development highway system actually began, with ground-breaking ceremonies in Isom, near Whitesburg, Kentucky, and Salem, West Virginia. A few days later, on July 14, the rest of the system was approved by ARC.

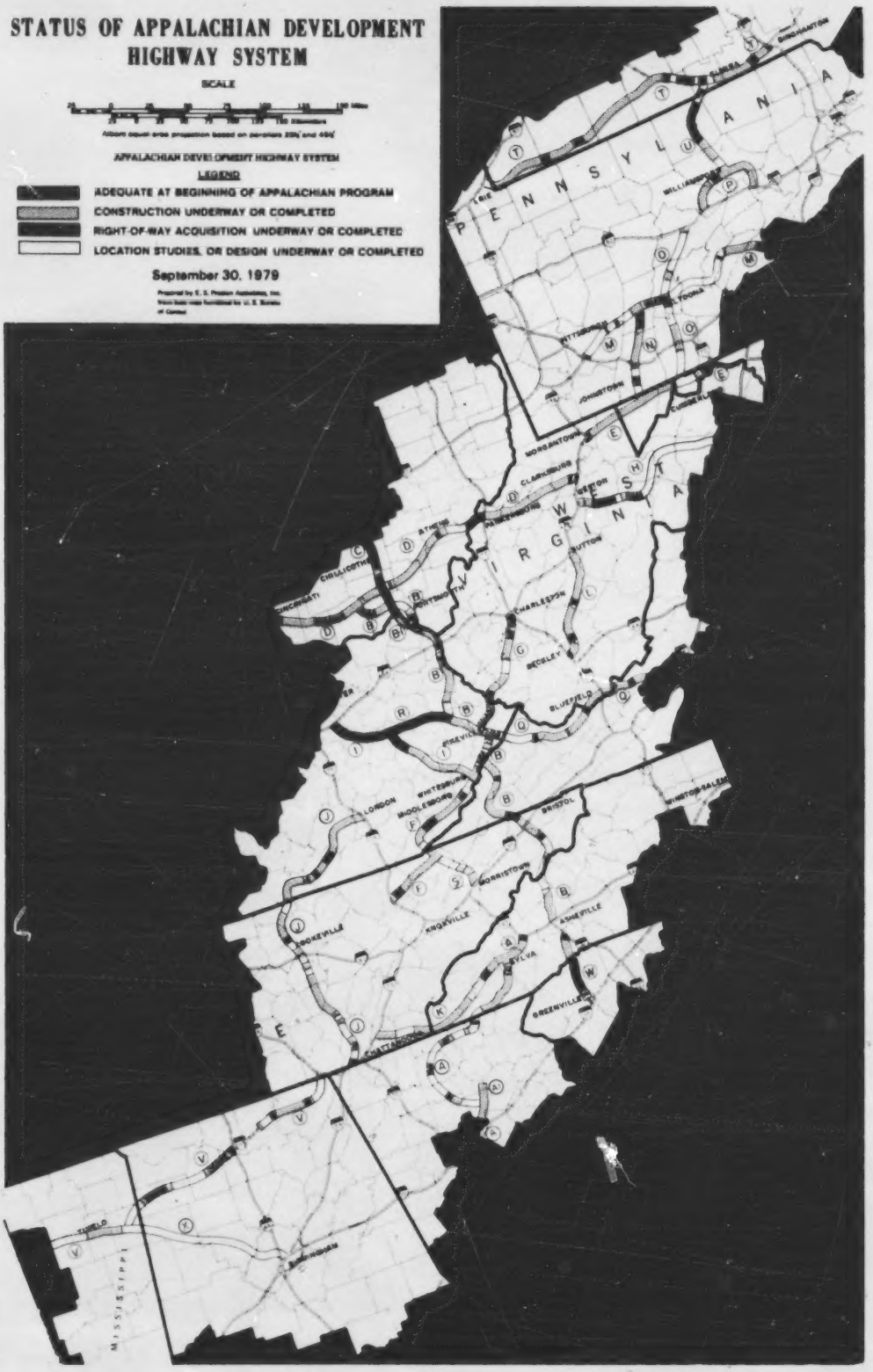
Segment by segment, year by year, the Appalachian Development Highway System (ADHS) corridors were blasted through the rugged Appalachian mountains, often at costs per mile two or three times those of flat land construction. Costs, high to begin with, were increased by inflation and adaptation to new safety and environmental standards.

By September 30, 1979, 1,519 of the total 3,025 corridor miles in the system were complete and another 260 miles were under construction (see map opposite). Another 1,244 were in some stage of engineering and land acquisition. A total of $2,205 million in federal funds and $1,424 million in state funds had been committed to the construction. An additional $470 million in federal funds through 1981 had been authorized, and legislation to authorize further funds through FY 1985 was pending in the Congress.

As early as 1969 assessments showed that the system would reduce by one-half the shipping time between eastern Kentucky and the major eastern markets within a 300-mile radius and by one-third the shipping time between important economic areas in West Virginia and those same markets. In 1969, the Appalachian corridor system also began to produce measurable development payoffs such as location of a new Control Data plant along a corridor in Wolfe County, Kentucky, the second poorest county in the United States. The plant provided 150 new jobs in this area, which had never before been able to attract this type of manufacturing.

Between 1965 and 1977, employment in Appalachia increased by over one million. Studies show that half the new manufacturing jobs were in plants within 10 minutes of new highways and three-fifths within 20 minutes.

The development highway system's impact goes far beyond new job creation, however. The corridors, in addition to opening the Region to industry and commerce, are also making it easier for the people of Appalachia to commute to jobs, health care, vocational schools and other essentials of a modern, balanced economy.



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As the 1970s drew toward an end, the ARC highway investments were mounting—and could continue to mount in future decades.

Access Roads and Other Transportation

The Appalachian Act did not restrict ARC investments to the corridor system alone. As the PARC report had recommended, ARC also has invested in "access roads which . . . serve specific facilities such as those of a recreation, residential, or industrial nature and would facilitate the states' school consolidation programs." At the same time, the Region shared some national transportation concerns, such as the declining railroads, and some very specific regional transport dilemmas such as coal haul roads.

Access roads, usually two-lane and often only a mile or less in length, have proved to be one of the most valuable of ARC's tools. Over the past 15 years they have provided the critical linkage to industrial sites, to regionally important recreation areas, to major housing projects, to hospitals and airports. In the energy crises of the 1970s, ARC helped fund access roads to nuclear plants, oil storage facilities and to coal mines.

Through September 1979, ARC had helped fund 347 access road projects, providing $122.5 million in federal funds. Some 611 miles of access roads were completed, and another 212 miles were under way.

An old Appalachian problem reemerged with the revival of the coal industry in the 1970s: the need for building and resurfacing coal haul roads.

In 1977 an ARC-funded study showed that coal was being hauled regularly over 14,300 miles of roads within eight Appalachian coal-producing states. About 70 percent of those roads carried more than ten 24-ton trucks a day. The study estimated a cost of $3.8-$4.6 billion to construct, rebuild and maintain the necessary roads and bridges to handle the coal then being produced. Anticipated increases in coal production were expected to increase that cost by another $800-$1,000 million by 1985.

As the decade of the 1970s ended, the question of coal haul roads was as yet unresolved. The ARC takes the position that, if the Region is to substantially increase its production of coal to the benefit of the nation, then the nation must be willing to assume a reasonable share of the additional financial outlay necessary to make increased coal production possible. A significant part of that increased financial burden is building and maintaining roads exclusively for the hauling of coal.

Rural public transportation is a national as well as a regional problem that is made particularly acute in Appalachia by the difficult terrain and the high incidence of low-income and elderly people. In this area, ARC has funded a number of management studies, helped some projects secure assistance under the Rural Highway Public Transportation Demonstration Program and aided operating demonstration projects serving approximately 600,000 people annually in five states.

Railroads are perhaps even more an issue in Appalachia than elsewhere. Critical arteries in the Appalachian economy for over a century, railroads linked scattered industrial sites with suppliers and marketers; carried much of the coal to industries, power plants and ports; and often provided more reliable transportation for people than automobiles over icy mountain roads.

Then the railroads, troubled since the boom days of World War II, encountered disastrous problems in the 1960s. Bankruptcy, the establishment of salvage organizations like Amtrak and Conrail, and the abandonment of less prosperous lines followed.

Kenneth Murray

This section of Appalachian Corridor S over Clinch Mountain, Tennessee, has recently been completed.

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Track abandonment hit Appalachia particularly hard since much of it was served by light-density branch lines.

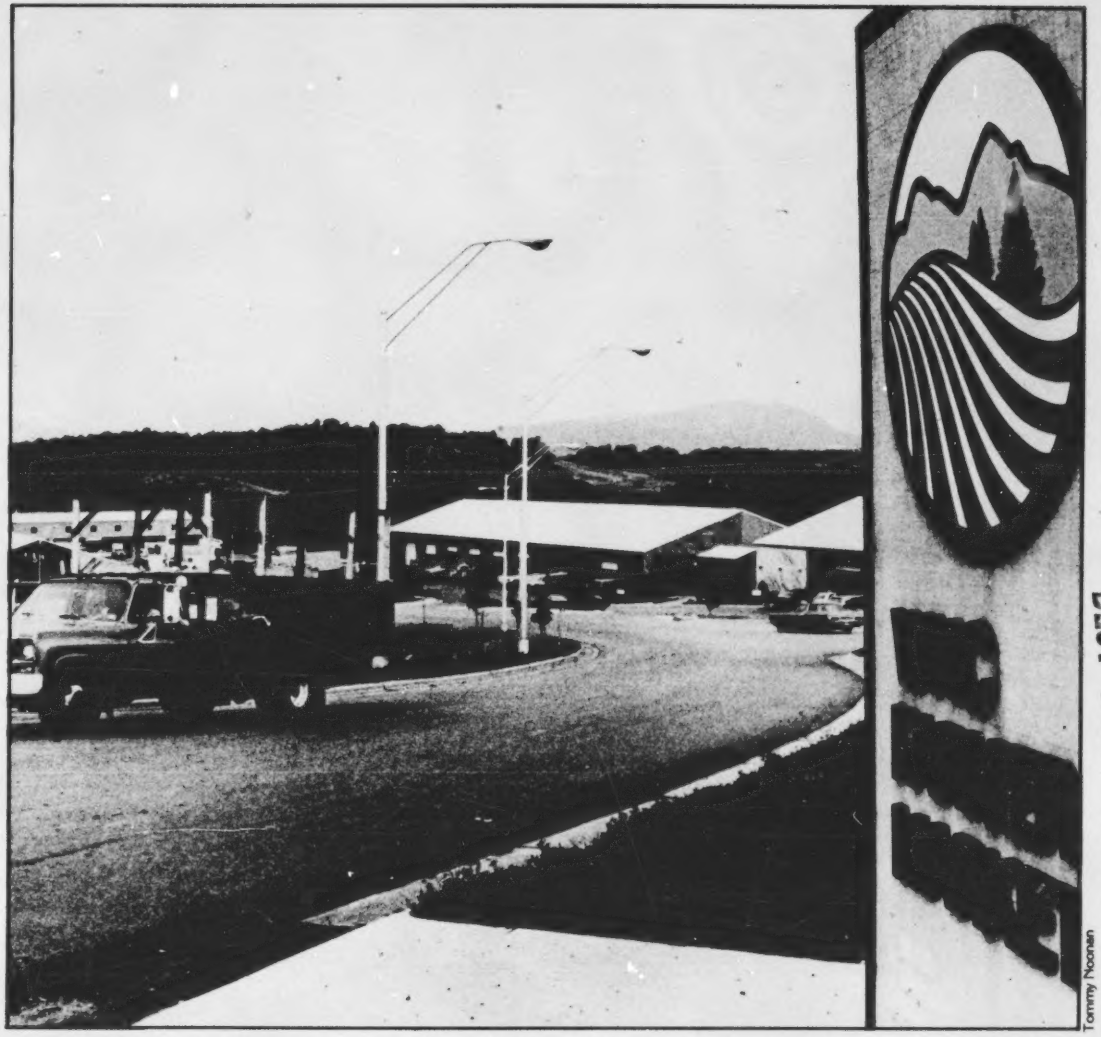
In the early 1970s, ARC began efforts to help its member states with rail abandonment problems. Among ARC's projects were development of a methodology to measure rail abandonment impacts on communities and their economic potential; helping West Virginia prepare a statewide rail plan to make it eligible for federal assistance; aiding New York with the purchase of two branch lines; and establishing a short line rail service to keep shippers in operation.

Although the Commission has initiated a study of branch lines to identify rail service needs and the public and private resources that might help meet those needs, the outlook for rail service in Appalachia—and the country—is not encouraging to those concerned with regional economic development. Increased transportation of coal would probably strengthen rail service to the coal areas, but there was no similar encouragement for the rest of Appalachia.

One of the key factors in the demise of rail passenger service was the growth of the airlines. By 1965 air transportation had become an important factor in economic development. The rough Appalachian terrain gave it increased importance but also complicated the problems of building adequate airports.

In 1967 ARC completed a study on airport status and needs in Appalachia and interested the Federal Aviation Administration (FAA) in the concept of airports as generators of economic development. Over the next few years, ARC funds were used in conjunction with money from FAA and other sources to increase the safety and capacity of airports in the Region.

Air service in Appalachia improved steadily until the federal deregulation of late 1978. Designed to stimulate competition, deregulation permitted airlines to eliminate less profitable flights and service. In Appalachia the result was curtailment of service to many small cities and towns. As the 1970s neared the end, ARC and its member states were focusing attention on the problem, but the solution was uncertain.



Tommy Noonan

ARC funds helped build this access road near Asheville, North Carolina, to make it easier to reach the Farmers' Market (background), a thriving center where farmers from North Carolina and surrounding states sell their produce year round. Last year $11 million worth of farm produce was sold in this ARC-assisted market.

With rail and air service improvement or even maintenance at present levels uncertain, the Appalachian Development Highway System has become even more vital to the future development of the Region.

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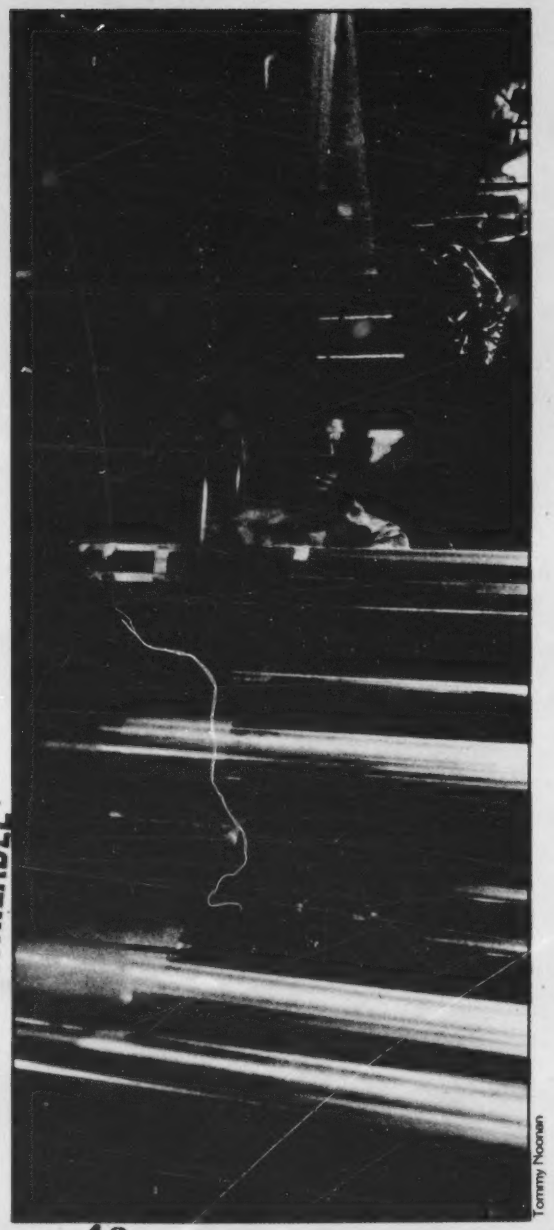

Tommy Noonan

This man works at the Great Plains Bag Company, located in an industrial park near New Philadelphia, Ohio.

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Enterprise Development

The private businesses of the Appalachian Region," said the 1964 PARC report, "are critical to future growth. They provide the means by which the potential of regional public investment is realized in the form of more and better jobs for the people who are the target of this developmental effort. The entrepreneurs who translate the capacities of the Region's economy into first-level jobs are indispensable to economic growth."

Although the PARC report recognized the importance of the job-producing private sector, it recommended—and the Congress agreed—that ARC should not provide the capital for private enterprises. ARC was to design a program to foster industries and businesses by providing such essentials as highways, public facilities and services, healthier and better-trained people and livable communities. Capital for land, buildings and equipment would be provided by private sources or federal agencies like the predecessors of the Economic Development Administration or the Small Business Administration. ARC was not authorized to help capitalize industries and businesses.

However, ARC could provide the state and local areas with technical assistance to help strengthen the process by which new jobs are created. The thrust of the technical assistance program over the years has been to build state and local capacities to design and implement job development strategies. This process includes building local capacity to assess job needs and potential, to identify obstacles to new job creation and to utilize that information as the basis for a local job creation strategy.

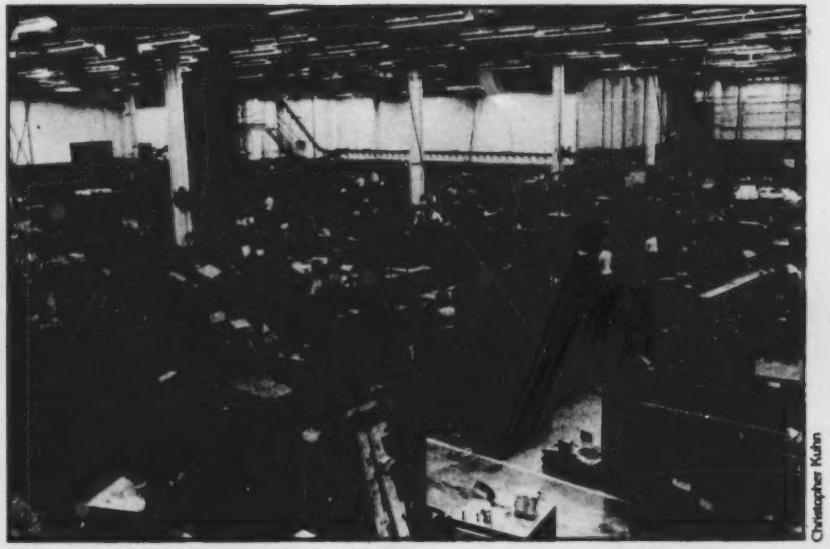
Governed by boards that include business people, labor leaders, bankers, elected officials and others, the Commission-assisted local development districts (LDDs) have become a key link between the private and public sectors. With a mix of representation from the private and public sectors, LDDs have been able to generate mutually-agreed-upon enterprise development strategies as a guide for investments made by both sectors. The LDDs and Appalachian states have also hired and trained people to help entrepreneurs find public or private capital.

While helping to improve the general climate for private enterprise in the Region during the 1960s, ARC also began pinpointing the specific impediments to enterprise development. As early as 1966, the Commission recognized that the best source of new jobs would come from industries already in the Region; so it funded a major project to identify ways to help those industries expand. ARC also recognized the importance of private capital and in 1968-69 released a study on "Capital Resources in the Central Appalachian Region."

The study showed a $109-million outflow from 60 Appalachian counties in Kentucky, Tennessee, Virginia and West Virginia. That figure was partly offset by investments of outside capital in the counties, most of it in coal mining; but the net outflow figure was $54.1 million, almost a million from each of these relatively poor counties, desperately short of investment capital.

With help from ARC, the climate for entrepreneurs in Appalachia was improving by the 1970s—and figures began showing results. During the 1950s the Region had lost more than half its jobs in agriculture and almost 59 percent of its jobs in mining. Worse, it was gaining manufacturing jobs at only one-third the national rate and service jobs at only half the national rate. By the mid 1970s, however, these trends were improving in the Region. Census Bureau figures indicate that the rate of increase of jobs in Appalachia was 88 percent of the national rate for the 1970-77 period. (These are the jobs covered by the Federal Insurance Contributions Act.)

In the mid 1970s, ARC reexamined its enterprise development activities as part of an overall design program at the end of its first decade. As a result, the Commission proposed to the Congress that it be permitted to fund energy-related enterprises, state



Christopher Kuhn

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technical assistance programs for small businesses and industrial site development. The Congress responded by authorizing a program in energy-related enterprise development and waived a portion of the original ARC legislation which prohibited Commission funding of industrial facilities or of working facilities for the generation, transmission or distribution of electric energy or gas.

ARC used this new authority to assist a variety of energy-related projects during the 1970s. Many of those projects were aimed at developing energy-efficient industrial parks—for instance, the conversion of an abandoned plant in Hornell, New York, to accommodate several industries in a facility with high energy efficiency. Another grant for a feasibility study of a coal gasification plant to supply an industrial park in Pennsylvania led to a $4.7-million low-BTU plant that will make a Hazelton, Pennsylvania, industrial park energy-self-sufficient.

Energy efficiency today is an integral component of Appalachian Tennessee's enterprise development strategy. Tennessee's program also illustrates the growing sophistication of the states' and the local areas' approach and expertise in job creation and retention. Since roughly two-thirds of all new capital investments are from expansions rather than location of a new industry, Tennessee's enterprise development program stresses helping existing businesses to retain old and create new jobs, as well as attempting to generate new business starts.

In addition, eastern Tennessee's enterprise development program ranged from assessing available resources and obstacles to new job development to identification of potential international markets, trade-related problems and capability to participate in foreign trade shows. These programs are now being integrated into the statewide economic development strategy.

Based on ARC's experience with this new authority during the late 1970s, the Senate and the House in 1979 voted to broaden the Commission's authority so that ARC could try similar approaches outside the energy field. That authority, awaiting final Congressional action as 1979 ended, would enable ARC to make grants to member states for establishing revolving loan funds to help businesses and for providing technical assistance to such enterprises.

ARC technical assistance and funding helped construct the Ohio access road (LEFT ABOVE) which serves both the 45-acre Richards Road Industrial Park (center right) and the Muskingum Area Joint Vocational School (center left). (ABOVE RIGHT) The Allied Products plant in Tennessee's Forks-of-the-River Industrial Park makes parts for furnaces and airconditioners.

The Commission's major contribution to the private sector, however, continued to be the building of a regional economy in which individual enterprises can take root and prosper. At the end of the decade, this basic ARC approach was being supplemented by a renewed emphasis on energy production—particularly coal—and its role in building a diversified Appalachian economy.

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Kenneth Murray

Outpatient care, like that received by this infant at a rural clinic in Briceville, Tennessee, has helped to reduce the Region's once staggering infant mortality rate.

Health

The PARC report made it clear that conventional health-care systems were not working effectively in Appalachia. With this in mind, the Appalachian Commission in 1965 deferred any immediate health funding programs and appointed a 25-member health advisory committee. The committee was charged with two specific tasks: to conduct a comprehensive evaluation of the Region's health needs and to establish guidelines and criteria for funding projects under the demonstration regional health centers program authorized in the Appalachian Regional Development Act.

While the study was in progress, ARC and the Office of Economic Opportunity (OEO) undertook a program to assist the ten Appalacian Regional Hospitals that served Kentucky, West Virginia and Virginia. Using a $1.2-million grant from OEO, ARC helped to supplement the hospital system (once operated by the United Mine Workers) as a first step in building a comprehensive regionwide health care program.

In early 1966, the advisory committee presented its report to ARC. The report set provision of health-care professionals and of adequate operating facilities as the Region's first health priority, emphasizing that construction funds would be needed to accomplish this. The committee also developed guidelines and criteria to insure that all projects funded would be regional in nature and capable of providing comprehensive health services. It further defined comprehensive health services to include health education, personal preventive services, diagnostic and therapeutic services, rehabilitative and restorative services and community-wide environmental health services.

Following the committee's guidelines, ARC began in 1967-68 to establish demonstration health areas to implement "the phased development through clearly defined steps, of comprehensive health services for all segments of the population in a designated area."

Health Needs

Governed by boards composed of local health consumers and providers and public officials, the demonstration agencies faced the task of identifying specific health needs and finding cost-effective means to meet those needs. And the needs were great. In 1967 the Region recorded 92 nonfederal physicians per 100,000 residents, compared to a national average of 140 per 100,000. Nearly 2,400 doctors were needed just to bring the regional ratio up to 100 per 100,000 persons.

Other indicators were equally staggering. The Region's infant mortality rate in 1963 was 27.9 deaths per 100,000 live births, compared to the national average of 19.7 deaths per 100,000 live births. In many Central and Southern Appalachian counties the rate was double the national average. Death from infectious diseases was 33 percent higher than the national average.

Other regional conditions impacted directly upon the health situation, too. Inadequate transportation systems, particularly highways, limited access to health care for the millions of nonurban residents who made up the vast majority of the Region's population.

Given this particular set of circumstances, ARC developed a three-level (primary, secondary and tertiary) approach to health care as a means to cost-effective, comprehensive care to the total population. Primary care, as defined by ARC, offers daily personal health care on a continuing basis and includes maintenance of complete records to be extended when necessary to the secondary level (hospital care) and to the tertiary (highly specialized research-oriented services, centralized in regional facilities).

In effect, this definition of primary care means that once an individual enters the comprehensive health care system for any reason—examination, diagnosis or treatment—the primary health-care component of the system makes available to him a

full range of personal health-care services from simple testing to specialized treatment.

A Typical Primary Care Clinic

Using this health-care delivery concept, each demonstration area went about developing delivery systems appropriate to its health-care needs. Many, and eventually all, demonstration areas established networks of primary health-care clinics as the entry point into comprehensive health-care systems. Clover Fork Clinic in the mountains of eastern Kentucky is typical of the 250 clinics that now serve people throughout the Region.

The clinic opened ten years ago in a trailer-building in the tiny coal-mining community of Evarts, Kentucky. Working in cooperation with Harlan Regional Hospital 14 miles away, Clover Fork provides to a valley of 10,000 people a range of services no family doctor could provide alone. The staff includes two physicians, two nurse practitioners, a dentist and a support staff. The hospital's home health nursing service uses Clover Fork as an operations base in the clinic's service area. The home health service visits clinic patients, mostly elderly people, who need on-going maintenance that can easily and appropriately be provided in the home. Constant radio contact with the clinic makes it possible for the field team to consult with the physicians when necessary.

The clinic medical staff, on the other hand, has complete access to, and the cooperation of, the Daniel Boone group practice based at Harlan Hospital and all of the hospital's sophisticated laboratory, diagnostic and treatment facilities. Tertiary services—chemotherapy for cancer patients, for example—are provided by the University of Kentucky Medical Center at Lexington, Kentucky.

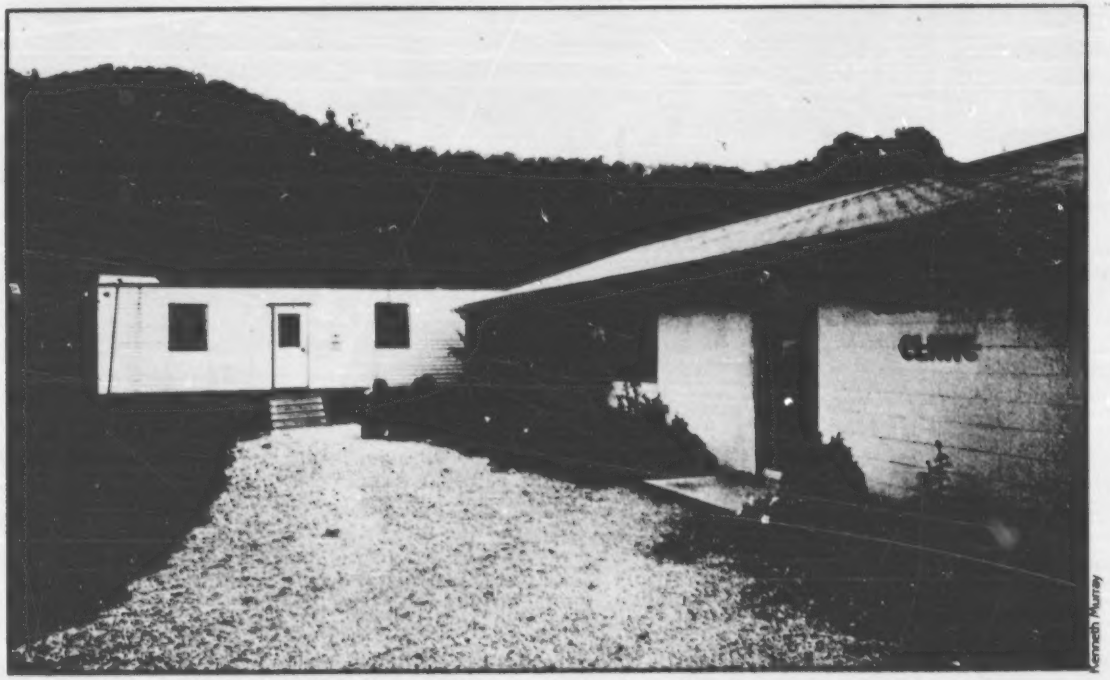
Clover Fork's nurse practitioners are representative of the nonphysician health-care providers found in clinics around the Region. Nurses with advanced training that allows them to provide services once restricted to physicians, the nurse practitioners today are recognized as providers of a distinct level of professional health care. Other nonphysician health-care extenders (such as physician assistants), together with the nurse practitioners, have greatly broadened the scope of services possible in a clinic setting. And in fact, many rural health clinics in Appalachia and elsewhere, operate successfully on a day-to-day basis staffed with nurse practitioners and/or physician extenders rather than physicians.

Health Care Advances

In the mid 1970s, Appalachia's nine health demonstration areas (serving 12 states) and ARC's overall approach to health care began to draw national attention. The success of the demonstration area approach became a basis for the health system agencies (HSAs) that today provide local health-planning capacity throughout the nation. The rural health initiative clinics of the Department of Health, Education and Welfare (now the Department of Health and Human Services) also drew upon Appalachia's successful clinic experience in delivering cost-effective primary health care in rural and isolated areas.

Appalachia's attempt to increase the number of health-care providers through effective use of new types of nonphysician health care providers gave early support and acceptance to the nurse practitioners and physician extenders. In addition, ARC was also a very early supporter of the reemergence of the general practice of medicine as a more sophisticated medical speciality now called family practice.

In one of ARC's most effective exercises in advocacy, the Appalachian governors and the federal cochairman fought for passage of national



The ARC-funded Clear Fork Clinic in Clairfield, Tennessee, is equipped to provide dental services as well as primary health care.

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legislation which now permits Medicare and Medicaid reimbursement for services provided by physician extenders in rural clinics. Prior to the 1978 legislation, reimbursement was possible only if a physician was present when the services were rendered. This regulation intensified the financial burdens of small rural primary health-care centers which didn't need and couldn't afford a full-time staff physician. That legislation applies not only to rural clinics in Appalachia but throughout the nation.

In the early 1970s, ARC also took the lead in addressing a health problem unique to coalminers—black lung. Working in cooperation with the National Institute for Occupational Safety and Health, the Commission in 1973 set aside $2 million to initiate the coalminers' respiratory disease clinic project, under which states could get one-time grants to establish and equip black lung diagnostic clinics.

Prior to ARC's involvement in the black lung issue, miners were entitled to worker's compensation only within the bounds of a very narrow definition of the disease. Working in tandem with the Congress, the Commission helped instigate a new legal definition of the medical evidence which would be accepted as proof of black lung. The combination of the diagnostic clinics and the change in the medical evidence required as proof speeded up the compensation process for thousands of affected miners. An important spinoff of this program came in the form of a rise in the per capita income in the mining areas that was traced directly to the black lung payments to miners disabled by the disease.

Raising the level of health care to an appropriate level in medically underserved Appalachia requires a variety of investments, at all levels. To insure that the three-tiered system be strong at all points, the Commission has also funded equipment purchases, operations and facilities (hospitals as well as clinics) where necessary to meet the demand for services. Since 1965, ARC has assisted nearly 300 hospitals to reach the appropriate level of service in their areas. As the number of facilities has increased, however, construction support has become a proportionately smaller share of the total health program expenditures.

ARC also has invested in a wide range of other health programs, including prevention of disease, manpower development and training, medical services, mental health, mental retardation and rehabilitation and emergency assistance to coal field clinics and hospitals. As of the end of FY 1979, ARC had approved health projects totaling $19.6 million.

Today Appalachia enjoys a much improved health-care system. The network of primary care centers now reaches into many rural and previously medically underserved areas. Through these centers, more Appalachians than ever before have access to a range of services designed to meet their specific health needs.

Progress has been made in increasing and redistributing health care professionals. Between 1963 and 1976, the number of nonfederal doctors rose from 92 to 116 per 100,000 persons. Nurse practitioners and physician extenders have broadened the range of services available which the centers can provide in a cost-effective manner.

Remaining Problems

However, while a number of health-care battles are being won, the war is far from over. Many Appalachians who live in rural and other hard-to-reach locations still do not have access to the scope of services needed. Although the Region's infant mortality rate has dropped substantially, too many counties still exceed the national average. Specifically one-fourth of all Appalachian counties have infant mortality rates averaging one-and-a-half times the national average. Said another way, an infant born in any one of those counties averages a 50-percent greater chance of dying before the age of one year than a child born in a county where the infant mortality rate equals the national average.

Medical indigency is another very real, very serious problem, especially in Central Appalachia. An ARC-funded study revealed that 25 percent—and in certain areas up to 40 percent—of the Central Appalachian population cannot afford private health insurance and does not qualify for public assistance under Medicaid or Medicare.

These and other health-related problems do remain, despite important improvements in the system as a whole. Many areas of the Region still do not have the health care, medical or dental, that is taken for granted elsewhere. This is specially true in the more rural, isolated reaches. Because much of Appalachia still lags behind the nation economically, such crucial issues as the escalating cost of health care are felt even more intensely by the people of the Region.

These conditions set the tone for the ARC's future health priorities. These priorities include: providing basic services to all Appalachians, especially those in the neediest communities; reducing the infant mortality rate; recruiting more health-care professionals; continuing support for state and local health program development and management activities; and developing programs to build links among specialized services such as acute care, chronic inpatient services, alternatives to institutionalization—for example, home care and self-help, especially for the elderly. Demonstrating workable, cost-effective ways to deal with these and other health-care problems like medical indigency is the challenge ARC faces today.

While progress, along with changing national and regional conditions, requires constant reevaluation of effort, the Commission's ultimate goal remains the same: to build a health-care system that is open, accessible and responsive to the needs of Appalachians.

Tommy Noonan

Quality medical care is provided at the Clover Fork Clinic in Harlan, Kentucky.

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Joan Marcus

This young man is learning the welding trade at the Tri-County Technical College in Pendleton, South Carolina.

Education

One of the most significant ways in which the 1964 PARC report, and the subsequent ARDA of 1965, differed from all previous economic development programs was the emphasis upon human services as an integral component of positive economic change. The PARC report emphasized, for instance, that educational opportunity appropriate to labor market demands and to individual expectations was essential to economic growth in Appalachia.

While realizing the need to maintain and enhance traditional college preparatory courses, the Commission was keenly aware that the average high school curriculum did not offer training for those who could not afford or were not interested in going to college. Lacking the resources to explore other options, the Region's school systems had for years been unable to meet the needs of students to increase their earning potential or to respond to the labor market demands for new skills. The results: a high dropout rate, a below-average number of college graduates, low adult literacy rates and an economy stymied in part because the educational system was not producing a labor force armed with viable skills.

Given the status of education in Appalachia, the Commission adopted a twofold goal: to teach skills that would enable individuals to get jobs regardless of where they chose to live, and to build into the school systems the capability to respond as the demands for skills changed.

Facilities and Programs

The Commission's first major program was to build the secondary, and to a lesser extent postgraduate, facilities required to implement a comprehensive, regionwide vocational education program. Toward that end, ARC has invested a total of $320 million to date in building and/or equipping 681 vocational education facilities.

The regionwide network, now almost entirely in place, concentrates upon offering programs for developing job-oriented skills that provide realistic alternatives to the traditional college-preparatory programs. One of the effects of this program has been a reduction of the dropout rate for Appalachian high school students.

ARC also makes operations grants to initiate new, and to refine and expand old programs. Through FY 1979, ARC had funded 96 operating projects at a cost of $20.9 million. These grants include career education and guidance, counseling and placement services projects.

Demonstration programs also have contributed significantly to broadening the vocational and nonvocational education base in Appalachia. Among these demonstrations are the regional education service agencies (RESAs), which enable school systems to pool their resources for specialized teaching services, staff development, special programs and joint purchasing that no single school could afford alone. Through FY 1979, ARC had funded 115 such demonstration projects at a total cost of $20.8 million.

Some of the other programs which were initiated with ARC funds are now entirely state-supported and, in some cases, have been expanded to incorporate non-Appalachian counties as well. For example, the Kentucky Staff-Industry Exchange Demonstration project, conducted by the Kentucky Bureau of Vocation Education, involves teachers, vocational administrators and business and industry representatives in an exchange effort to upgrade and modernize teacher skills and curricula, thus making vocational education in Kentucky more relevant to the needs of business and industry.

In recent history, ARC education investments have by no means been confined to vocational education, although this area clearly remains a top priority. By the close of FY 1979, the Commission had also provided construction and equipment assistance to more than 240 higher education projects and nearly 150 library projects.

The same traditional, institution-bound educational system that was unable to meet

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Appalachia's needs is under challenge nationwide. Typical of this narrow focus is the notion that the traditional classroom is the only effective setting for teaching. Today, new technology is helping to disprove that assumption.

Satellite Program

The Appalachian Community Service Network (formerly known as the Appalachian Education Satellite Program) was among the pioneers in exploring new, more effective ways to provide educational options. The program uses the National Aeronautics and Space Administration (NASA) and, more recently, commercial satellites to transmit education programs to groups at some or all of 57 receiving sites around the Region. Aimed at filling specific, locally identified needs, ACSN recently conducted, for example, a training seminar in the basics of home insulation. The program included a lecture and demonstration followed by a question-and-answer exchange between the teacher and participants at the receiving sites. Armed with knowledge gained through the seminar and with comprehensive support materials, the participants then went out into their communities to encourage, instruct and assist their neighbors in insulating their homes.

ACSN programming covers a wide spectrum of educational needs from teacher in-service to public service training. Via ACSN, topnotch instruction and nationally recognized experts are available to literally hundreds of thousands of Appalachians who, for reasons ranging from low income to geographical isolation, are unable to seek out educational opportunities.

ACSN's rapid growth from a modest experiment into a full-fledged operation serving almost the entire Region led ARC to explore the possibility of spinning it off into a nonprofit corporation. In 1978, when it became apparent that the ATS-6 experimental satellite used by ACSN was going out of service, the Commission began to plan in earnest.

By 1979 the groundwork was laid. ACSN had purchased time on RCA's Satcom satellite, which, unlike ATS-6, covered the entire Region. ARC decided to increase its funding to $5.7 million over the three-year period of fiscal years 1980-83 to insure ACSN's stability during its fledgling years as a nonprofit corporation and to create a governing board of directors. Board members would total 17: seven appointed jointly by the Appalachian states, seven by the federal cochairman and one each by NIE, the Eastern Educational Network and the Southern Educational Communications Association. And, finally, mid 1980 was set as the target date for separation.

The evolution of ACSN from an experiment to an independent entity was influenced by two important factors: first, by the proven need for and success of its educational and community service programming in Appalachia, and, second, by the mushrooming of the technology which makes such a network technically and financially possible. Together, these two factors created the ideal conditions for ACSN to stand on its own.

Through ACSN, the Commission has been in the vanguard of those experimenting with the practical applications of this sophisticated new technology. ACSN has become one of ARC's most remarkable success stories and another instance in which Appalachia has served as a national laboratory for demonstrating new solutions to development problems.

Eric Poggenpohl

Remaining Deficiencies

What ARC efforts have amounted to over the past 15 years is an attempt to fill education gaps, revitalize the education system and to expand, on a continuing basis, the educational opportunities available to all Appalachians. Such a goal is not achieved in a year or two, or even a decade. Appalachia still has its deficiencies: for instance, the dropout rate among 18- to 24-year-olds (those with less than a high school education) was 31.5 percent

A satellite-receiving antenna, such as this one in Appalachian New York (LEFT), relays lessons into classrooms where teachers receive in-service training. BELOW: A class in western Maryland.

J.B. Minnich

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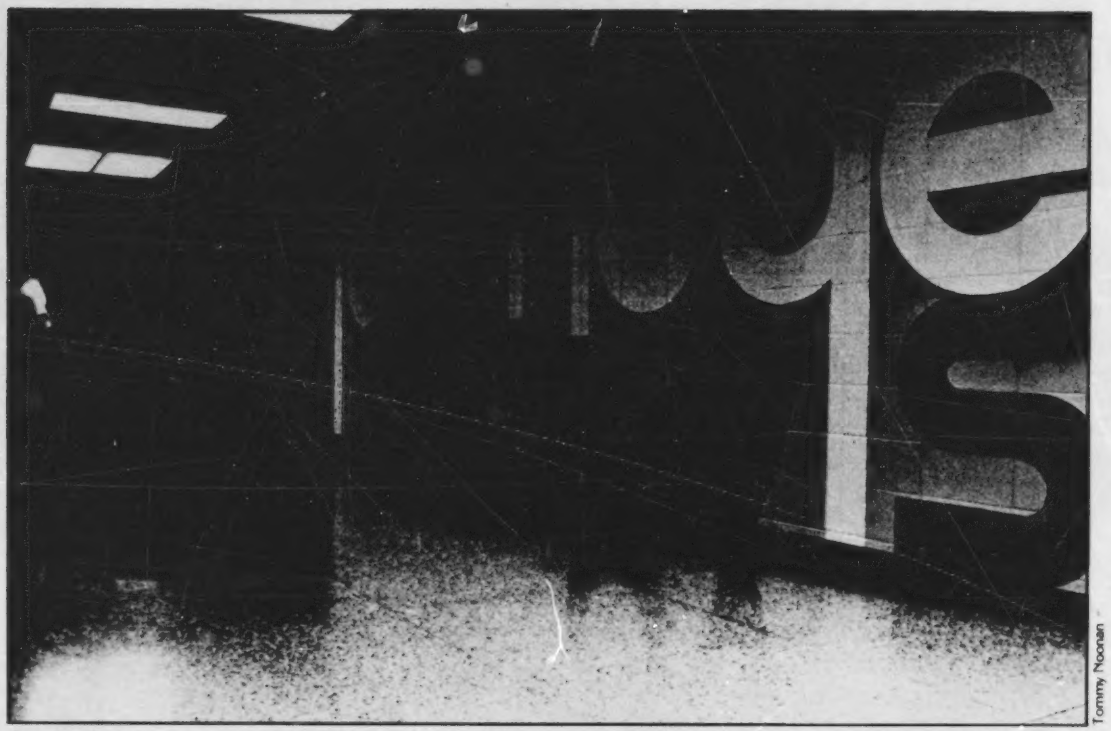

Tommy Noonan

Teacher and student confer in the front hallway of the Buckeye Joint Vocational School in New Philadelphia, Ohio.

for the Region, compared to 27.4 percent for the nation.

The situation in Central Appalachia is particularly acute, with a dropout rate of 46.1 percent, two-thirds higher than the U.S. average. Southern Appalachia's dropout rate was 38.5 percent, or two-fifths higher than the national average. On the other hand, Northern Appalachia fared better, with a dropout rate of 23.7 percent.

Because of the historically high dropout rates and the lack of educational opportunity, the adult literacy rate lags far behind national averages and regional expectations. While Northern Appalachia reports that 4.3 percent of its adult population aged 25 or over has less than five years schooling (compared to the U.S. average of 5.3), both Southern and Central Appalachia lag far behind with 10 and 15.3 percent, respectively.

The history of low academic achievement that has afflicted a large number of Appalachian families in the past is now casting ARC in another new role. That role is to act as a facilitator of basic academic skills programs aimed at both children and adults. The thrust of ARC's involvement is to supplement existing state and local efforts, but with clear emphasis upon those programs aimed at families that have a poor record of literacy achievement and have been unable to break out of the poverty cycle. Only by enhancing academic skills can occupational training and retraining be effective in enabling unemployed and underemployed adults to take advantage of the new and better job opportunities offered by new industry.

The Commission believes that if such problems are to be conquered, institutional changes must continue to take place; indeed, they must be stimulated by broader, more active support on all levels of government and by the public. ARC proposes that its most effective overall contribution in the future will be to act as a catalyst for that change by providing information, technical assistance and other resources to local groups; to take the lead in interagency cooperative efforts aimed at launching innovative demonstrations; and to use its leverage as a federal/state/local partnership to advocate needed change at all levels.

Bill Blanton

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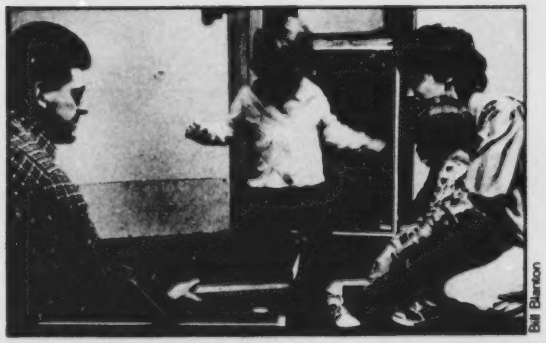
Child Development

Children, perhaps more than any other segment of the population, are vulnerable to the effects of poverty, often suffering long-term physical and emotional deprivation. Although the Appalachian program was originally designed to provide a wide range of essential services to the total population, early assessments in both health and education gave clear indications that the effects of poverty and the lack of adequate social services were particularly damaging to the Region's children. The Commission recognized the need to demonstrate that a comprehensive approach to the developmental needs of children was a vital element in the long-term development of the economy of the Region. Accordingly, in 1969 the Congress amended the ARDA of 1965, authorizing the Commission "to make grants for the planning, construction, equipment and operation of multicounty health, nutrition and child care projects."

Several factors contributed to the problems faced by preschool children in Appalachia. Prenatal and postnatal care and educational support for families were scarce in some areas, and nonexistent in the remote reaches of the Region. Because many families did not have the advantage of either health education or on-going health care, they were unprepared to recognize the symptoms or the potential dangers of childhood health and education problems. Inadequate nutrition, sparse preschool education, undiagnosed learning disabilities were among the many deficiencies in almost every Appalachian state.

(LEFT and BELOW) This library-centered child development project in Greenville, South Carolina, assisted with ARC funds, teaches parents how to stimulate learning in their children.



Bill Blanton

The family-centered services usually provided on the state level were splintered among a variety of agencies. Federal resources were highly fragmented and were generally not reaching rural Appalachia because of lack of interagency planning and managerial skill, and in many areas absence of providers.

Program Emphases

Given the problems faced by Appalachian families in the late 1960s, the Commission initiated the child development program with an emphasis on prevention, coordinated planning and comprehensive programming.

Social research indicated the crucial importance of the early preschool years in establishing limits for future development and opportunity. It was recognized that the lack of basic care in these formative years leads to social and economic costs later in life far out of proportion to the costs of prevention. The preventive emphasis was reflected by limiting services almost exclusively to children under six years of age.

Because of the large number of federal and state service programs and agencies serving young children, an interagency focus for planning was endorsed. Coordination between and among agencies was stressed to avoid fragmentation, obviate service duplication and make full use of other federal, state and local resources.

Finally, a broad program scope was advocated to provide many needed services and allow new approaches to meet state/local needs on a cost-efficient basis.

The services that come under the child development program are varied and wide ranging. Among them are prenatal and postnatal care, infant stimulation, parent education, special instruction for

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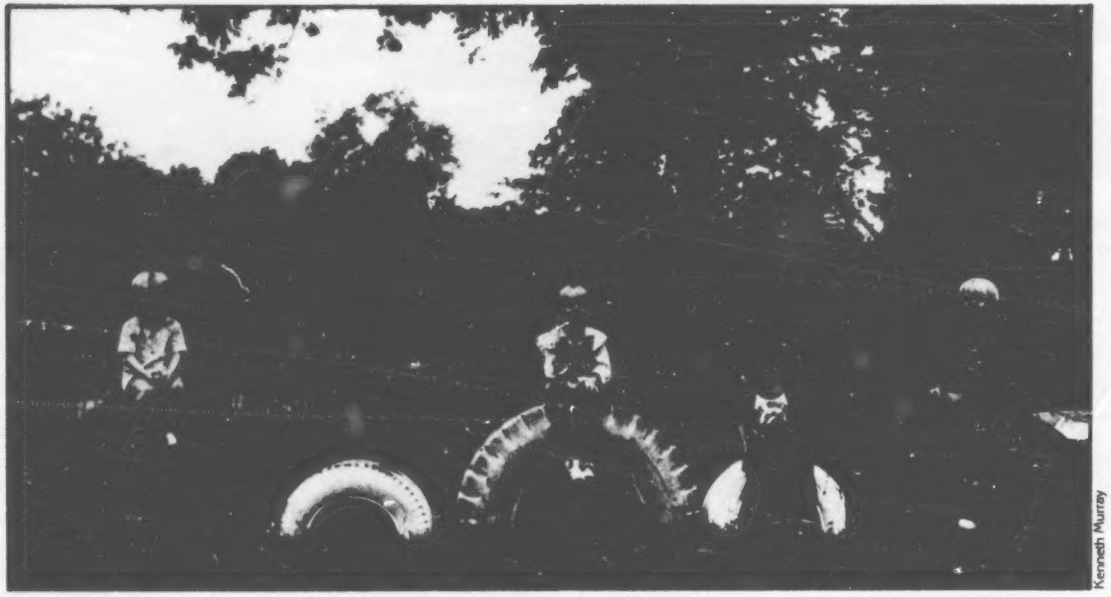

Kenneth Murray

Play equipment in Tennessee's White Oak day care center is made from readily available materials.

the handicapped, mental health services and family planning. Significantly, the ARC approach to child development holds that these services, where possible, should be delivered in the family setting in a continuing effort to build familial environments in which the benefits will be on-going.

The Educational Services Outreach Program of Jefferson County, Alabama, offers supportive services in education, administration, health and nutrition to all licensed day care centers in Jefferson County. Through workshops, on-site demonstration teaching, individual consultation and a monthly newsletter the project has upgraded the quality of preschool education in the county.

A comprehensive teenage parents' program provides educational opportunities, health and counseling services, and a licensed child care program for teenage parents in Steuben and Allegany counties in New York. The success of this project led to the establishment of four satellite centers in 1976 in the more rural areas of the two counties. At these centers, prenatal information and counseling are provided by the local school nurse. In 1978, another teenage parents' program was established in Chemung County because of the success of the Steuben-Allegany project.

In the late 1970s the Commission actively led efforts to surface child development issues on a broad scale and, in doing so, to develop guidelines and policies for future ARC child development investments. In 1976, the Commission joined the Save the Child Foundation in sponsoring its own regionwide "Raising a New Generation" conference on children in Asheville, North Carolina.

The Asheville conference was a policy-level review of the Commission's programs for children and families and contributed significant suggestions for future program direction and investment in basic education, preventive health, comprehensive child care and family support services. A wide range of recommendations and policy guidelines was developed both to improve ARC programs and to further adapt federal programs to rural family needs.

ARC's pioneering efforts in child development programs also surfaced a serious void in the types and amount of federal funds available for low-income working families and especially for day care services. Originally designed to "phase out" after demonstrating new, viable ways of providing services, the Commission's child development program actually encountered increasing demand for funds due to the paucity of and increasing limitations on other federal dollars available to assist the working poor.

When ARC first received child development authority, the Congress set a five-year limit on the funding of any child development project, a step quite in line with ARC's responsibility to demonstrate methods for delivering services that eventually could be funded from other sources. However, Title XX of the Social Security Act, the only major federal source of child development funds, has programmatic and funding constraints that limit its use in providing child care for the working poor. Thus, ARC funds became a major source of support for some of the Appalachian projects.

In 1977, Congress amended the law to extend the funding eligibility from five to seven years, and asked ARC and HEW to study self-sufficiency problems of Appalachian projects. Under ARC's new 1979 legislation (now pending before the Congress) funding eligibility will again be set at five years, with an exception to permit continued funding at the discretion of each governor for projects which received ARC aid in FY 1979. This new amendment allows ARC to retain its basic demonstration approach while at the same time permitting the latitude to meet a special need.

Earl Dotter

Housing and Community Development

Economic progress depends in large measure upon a community's capacity to provide the housing, public services and amenities that attract and accommodate growth. Safe drinking water, sanitary waste disposal, recreation facilities, adequate and decent housing—all are basic to making a community an attractive place in which to live, work and rear a family.

For generations Appalachia has fought deficiencies in each of these areas. The 1964 PARC report stated that over a quarter of all houses in ten Appalachian states were in need of major repairs; nearly 10 percent were so dilapidated they endangered the lives of the people living in them. Water and sewage deficiencies were calculated in the billions of dollars.

During its early years, the chief community development projects undertaken by the Commission were the building of facilities in areas where they were needed to upgrade the quality of health and vocational training. A variety of Commission grant programs was used to construct hospitals, vocational schools and sewage treatment facilities and, to a lesser degree, airports, parks, libraries and solid waste disposal systems.

While the ARDA required geographical concentration of investments so that a payoff in economic development would be likely, health and education grants were not limited to such growth areas. The one grant program which could assist all facilities for construction, land acquisition and equipment was the supplemental grant assistance program. In these instances, the supplemental grants were used to increase the federal contribution in a project up to 80 percent of the total eligible cost. Later, ARC used this authority when other federal monies were insufficient to permit full funding of a project.

New construction (LEFT, in Hazard, Kentucky) and renovation of old buildings (BELOW, an old Sinclairville, New York, elementary school now converted into apartments for the elderly) both help to add to the Region's supply of decent housing.

Donna Engler

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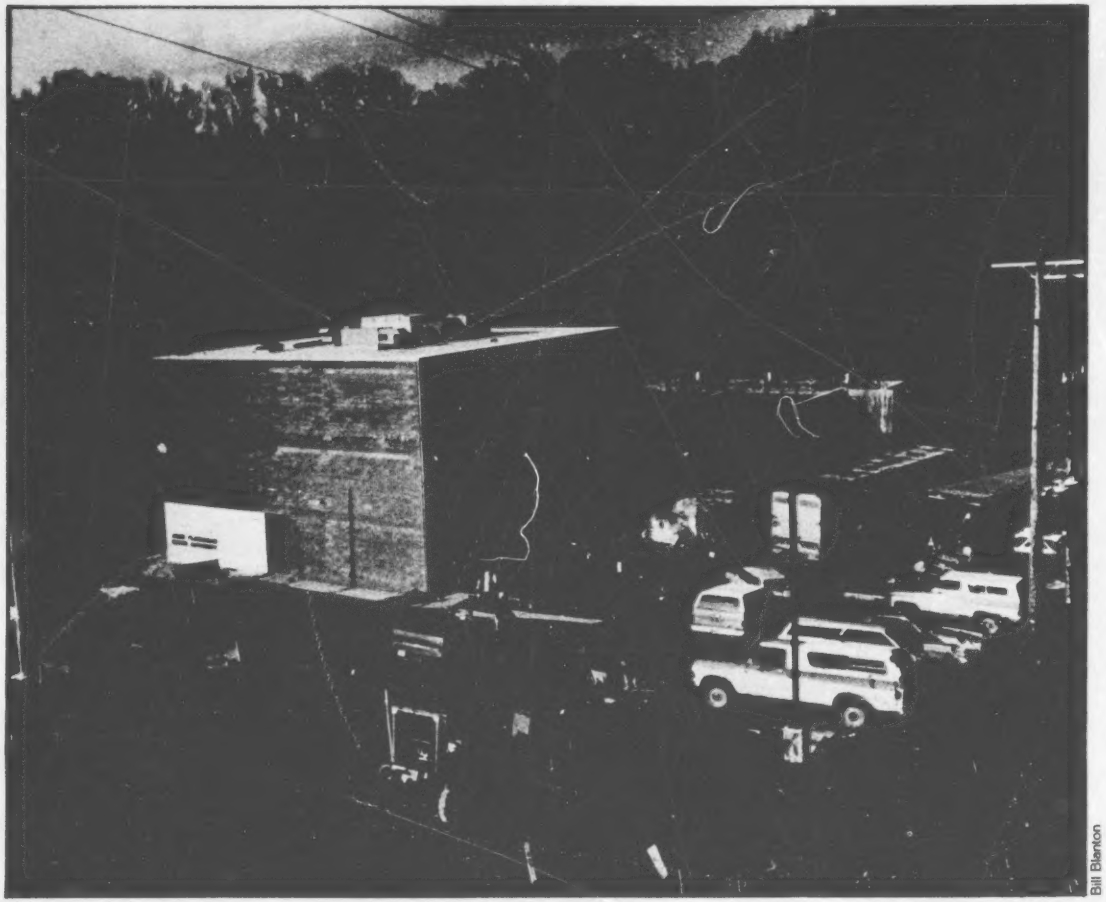
Gradually, as the need for educational and health facilities subsided, the Commission began to fund more projects to build the basic infrastructure capacity necessary to accommodate and attract new growth and development. At this point, water and sewer systems became the dominant recipients of ARC community development funds.

In 1967, the Congress authorized ARC to provide housing assistance for the first time. The authority was limited, however, permitting only loans and grants to low- and moderate-income housing sponsors for the purpose of planning and obtaining insured mortgages under the National Housing Act. Subsequent amendments expanded the use of these seed money loans and grants to other National Housing Act programs and added a technical assistance component. Then, in 1971, new legislative amendments allowed the Commission to provide on-site and off-site development grants for housing projects.

The technical assistance capacity proved crucial to ARC in helping the states organize state housing corporations for financing and developing housing projects. By 1975, 11 of the 13 states had formed such corporations. Between 1968 and 1975, ARC awarded 110 planning loans assisting 12,350 housing units, and 12 site development grants aiding in the construction of 1,100 units.

In 1974, the Commission undertook a broad study of housing and community development needs. The results of that study reconfirmed the earlier PARC report's emphasis upon housing and community development needs. According to the 1974 study, an estimated 231,600 housing units occupied year round were beyond repair. The study also estimated the demand for new water systems, sewerage, solid waste disposal and recreational facilities at $7.2 billion ($4.1 billion for wastewater treatment alone, $1.1 billion for parks and recreation and nearly $1 billion each for water supply systems and solid waste disposal systems).

The ARC-assisted filtration plant for the new water system to serve Buchanan and Dickenson counties in Virginia was completed this spring.



Bill Blanton

New Programs Authorized

Legislative amendments in 1975 broadened ARC authority so that the Commission could invest in a broad, flexible range of facilities with options for demonstrating new ideas and techniques to meet the basic needs of the Appalachian Region's communities, to make them more livable, and to attract and increase opportunities for economic development. The program assists three types of communities that are characteristic of the Region's settlements: coalfield communities where increased mining is bringing leaps in employment and population, and strains on basic community facilities and housing supply; remote, rural areas which lack the technical and financial resources to improve their standard of living; and areas experiencing fundamental changes in their economies and population (for example, older towns and cities losing industries and jobs, rapidly growing small towns and cities, and areas with brand-new settlements that must find cost-effective and rapid means to provide public service).

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The new and broader emphasis of the 1975 amendments on housing and community development led to a sizable increase in ARC investments in this area, which between 1975 and 1979 jumped from $36 million to over $63 million a year. The largest proportion of housing and community development funds are invested in water and sewer, and housing. Water treatment and distribution, wastewater treatment and sewer collection systems consistently have accounted for over half of the funds awarded every year (in excess of $33 million in 1979). Reflective of the tremendous demands for these facilities, the investments are made by ARC in participation with EPA, FmHA and HUD in their programs of pollution abatement, rural development and community development.

Housing is the second largest investment area—$10.2 million in 1979. The added flexibility of the 1975 amendments expanded the types of housing that could be assisted and strengthened the states' roles in managing their own housing programs. For instance, the Commission was authorized to provide funds directly to the states to capitalize their own Appalachian housing funds instead of having these programs administered through HUD. Increased use of the demonstration authority and supplemental grants also have made it possible for ARC to address other regional housing needs, including home winterization, housing rehabilitation and a major demonstration effort to build new houses in areas engaged in energy production. Over 10,300 housing units received loan and grant assistance from these programs between 1976 and 1979.

William Hanson

(ABOVE) In the coal-mining town of David, Kentucky, new houses are being constructed by the David Community Development Corporation with the help of ARC site development funds. (BELOW) This solar-heated house was built by the Kentucky Mountain Housing Corporation with ARC assistance.

William Hanson

In certain investment areas, housing and community development interests overlap those of other ARC programs. Provision of sewer, water, wastewater treatment, etc., is integral to industrial site development, which generates private and public investments for job creation and is discussed under enterprise development (page 18).

Special demonstrations for enterprise development in energy-impacted areas and the threats natural hazards pose to regional development are also areas where housing and community development work hand in hand with other ARC programs. A specific example is the flood recovery project based in Pikeville, Kentucky, which was funded by the Commission after disastrous floods struck 45 contiguous counties in Kentucky, Tennessee, West Virginia and Virginia in the spring of 1977. This project (also discussed in the chapter "Energy, Environment and Natural Resources," page 32) addresses the related problems of developing flood-free land as an alternative to the development of sites in congested, flood-prone areas and efforts to clear the Tug Fork River to reduce the danger of severity of the floods.

The scarcity of land for housing and for industrial sites is a serious problem in Central Appalachia, where the mountainous terrain and narrow flood-prone valleys limit the availability of developable land. ARC has addressed a number of issues related to the Central Appalachian land problem through research and special projects. Among these efforts were a staff study on land acquisition problems (which, along with proceedings from a seminar on land availability was

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Linda Bilker

The 1977 inundation of the downtown area of Pikeville, Kentucky, was part of the disastrous flooding that struck 45 Central Appalachian counties that spring.

forwarded to the President's Commission on Coal); the housing problems related to the federal minimum property standards; and the feasibility of a Central Appalachian land bank.

Considerable attention has also been focused on projects that impact on the creation of new housing units and new housing technologies: construction of a housing subdivision on an inactive surface mine site in eastern Kentucky; the revitalization of the small coal town of David, Kentucky; new optimum technologies for rural housing; and the construction and evaluation of solar-heated homes.

Today's Needs

While the Commission has made inroads into the Region's housing and community development needs, serious deficiencies do remain. A growing population with rising expectations, combined with an improved transportation system that makes the Region more accessible and attractive to development, continues to accelerate the demands for a strong infrastructure to support this growth.

The resurgence of the coal industry is but one example of how these needs are being generated. A recent report by the Kentucky housing corporation indicated, for instance, that Pike County (a leading coal producer) had a 25-percent increase in households between 1970 and 1977. However, only 11 percent of that increase was accommodated through new housing starts. And, during the same period, the median price of housing rose by more than 500 percent.

Major steps will be required to increase the production of housing and to improve the capacity of the housing delivery system in Appalachia. ARC has studies under way at present to determine ways that large builders could be attracted to construct more homes in the Region, to improve the availability of preconstruction financing, to measure private construction activity and to determine the needs of small builders.

ARC is also engaged in research and demonstration efforts involving other agencies as part of a long-range program to combat the problems that hinder housing production and community development. A coordinated effort involving ARC, the Tennessee Valley Authority and three Appalachian states is under way to build housing units on sites that have been surface-mined for coal.

Bill Blanton

A miner sets a roof support in a deep mine near Beckley, West Virginia.

Energy, Environment and Natural Resources

Appalachia is a rich region, from the timbered hillsides to the ribbons of coal beneath the surface of the earth. This wealth of natural resources can be, and has been, both a blessing and a burden over the generations. Although the assumption in 1965 was that coal production would continue, and even be likely to increase, the Commission gave priority to diversifying economic opportunities, and to righting the environmental wrongs that had accumulated over decades of careless mining.

Less than a decade later, when national and international events made it clear that coal was still crucial to U.S. energy independence, the Commission responded by shifting regional priorities to include energy production and related investments as a vital component of the Appalachian program.

Energy

When PARC submitted its report to the President in 1964, coal production was at a low ebb. Once the source of 75 percent of U.S. energy, coal had gradually been displaced by oil and gas in the years since World War II. Until the early 1960s, it supplied under 25 percent of the nation's needs. Always subject to boom-and-bust cycles, the coal industry was in a prolonged slump by the time ARC was created.

PARC did emphasize other problems associated with coal, however: land stripped of vegetation along with coal, polluted streams, underground mine fires and mine subsidence. Looking at the future of coal in the regional economy, PARC noted the rapid rate at which mechanization was reducing mining jobs and concluded that the demand for coal would increase, but that the Region could no longer rely upon it as a major employer. In addition, PARC also recommended against any direct involvement in energy production, specifically gas and the generation of electricity. And as a result, the legislation limited ARC's authority accordingly.

In the early 1970s, however, world events took a new turn. The OPEC cartel stemmed the flow of oil and began a systematic increase in pricing. Energy, so long taken for granted, suddenly became a national issue. Since the U.S. has one-fourth of the world's coal reserves (compared to a much smaller share of the global oil reserves), interest in coal production was renewed on both the national and regional levels.

At a meeting in Knoxville, Tennessee, with President Ford in attendance, the Commission in 1975 passed a resolution stating its willingness to adapt regional goals to national priorities. At the same time, however, ARC also stated that a national commitment was needed to help the Region meet the social and environmental costs attendant upon increased production of coal.

That same year, the Congress amended the Commission's legislation, expanding its authority and responsibilities in the area of energy production. With this new authority, ARC undertook a series of preliminary studies aimed at accommodating increased energy production. Immediate research projects included assessments of existing mine pollution; the potential for coal conversion; long- and short-haul energy transportation; and an evaluation of the economic, social and environmental issues likely to be associated with increased energy development.

Several specific issues surfaced as primary impediments to increased production of Appalachian coal. The first—the need for a comprehensive national program to accelerate the conversion of power plants and major industries to coal with the appropriate changes in environmental regulations and development of new technology to allow the burning of coal with a minimum of pollution—is an issue that affects every coal-producing area in the country, including Appalachia. A second issue—the high cost of transporting coal by rail—also is a national as well as

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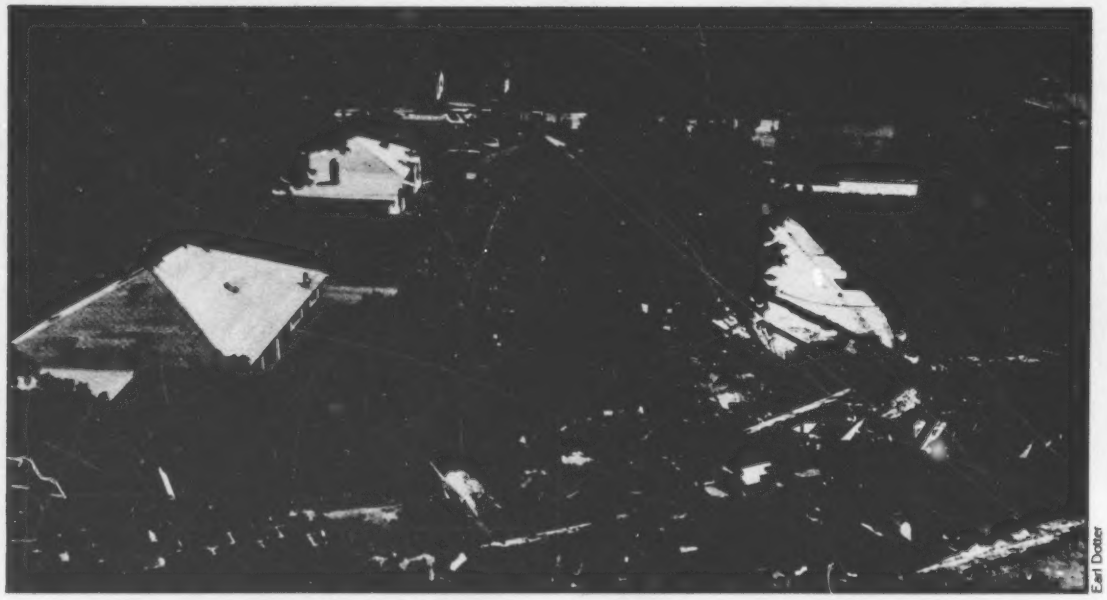


Earl Dotter

Steve J. Koski

a regional dilemma.

However, the Region faces additional problems, two in particular: the high cost of building and maintaining coal haul roads (discussed in more detail in the chapter on transportation (see page 14) and an escalating housing shortage in communities serving new and/or substantially bigger mining operations (for more details see the preceding chapter on housing and community development (page 28).

In 1979, the Commission held a regional energy conference in which many of these issues were addressed. As a result of the conference, the Commission committed itself to three specific areas where the members agreed the Appalachian program could have real impact: increased production and use of coal, conservation of all energy, and the development of other alternatives to coal.

The Commission also restated its position that energy-related policies must be formulated in a manner that would allow Appalachia to continue to build upon the hard-won economic and social progress of the past 15 years.

While coal is the Region's major energy resource, ARC has not limited its energy interests to coal alone. Solar; low-head hydro; use of municipal and industrial wastes for energy production; and Appalachia's abundant low-grade hardwoods and other biomass are all being examined as possible substitutes for or supplements to petroleum and natural gas. Conservative use of all energy forms continues to be stressed through projects demonstrating conservation techniques for residential, industrial and institutional consumers.

Environment and Natural Resources

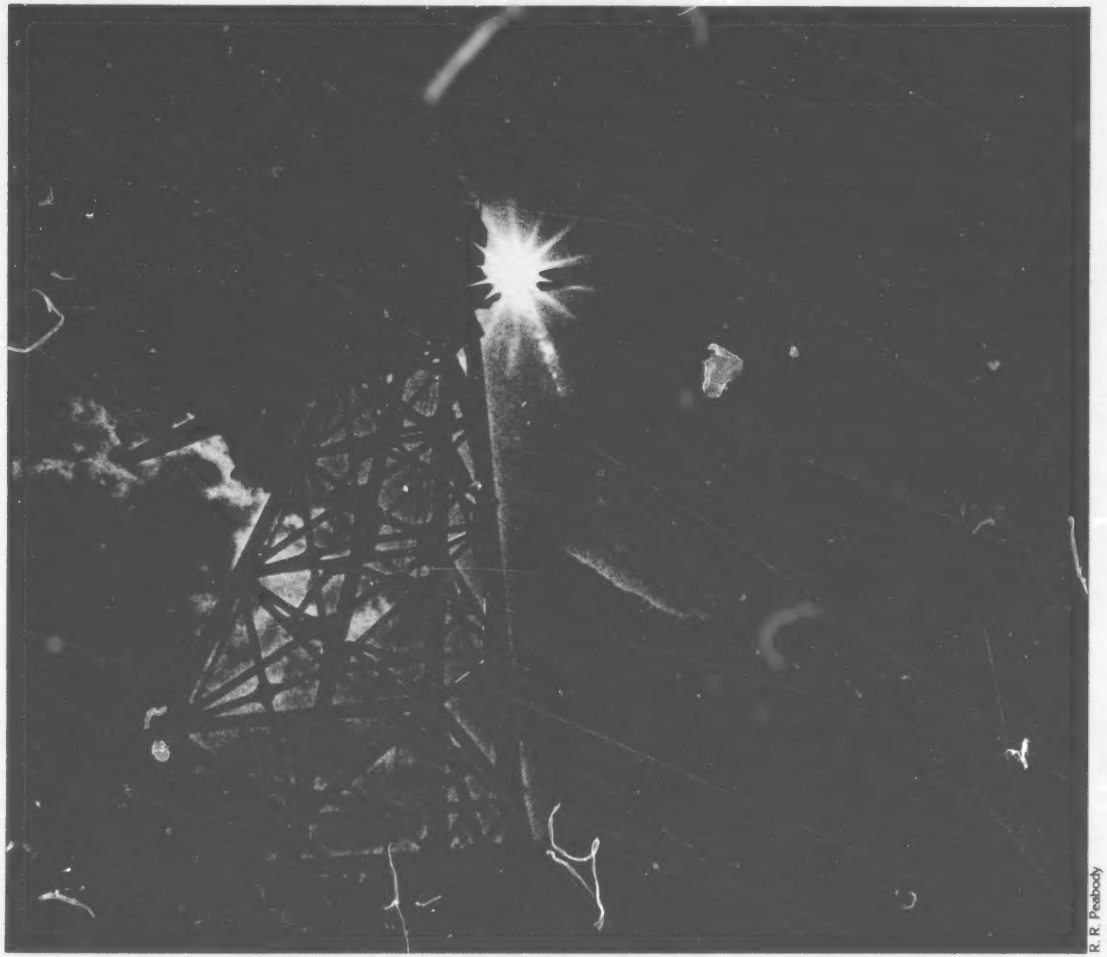
While energy has emerged only in recent years as a major component of ARC's program, environment and natural resources have been ongoing concerns since 1965. The environmental

(LEFT ABOVE) At Sanctified Hill in eastern Kentucky, a landslide caused major damage to many homes and small businesses. (BELOW) Abandoned junk cars are collected in West Virginia and the metal later recycled for further use.

activities addressed the results of mining (mine fires, land reclamation, subsidence and acid mine drainage), other health-threatening environmental problems (solid waste disposal and wastewater treatment); environmental cleanup (bulk collection and junk car removal); and natural hazards. Still others focused upon developing the Region's natural resources, agriculture and timber in particular.

Because of the nature of the environment and natural resources emphasis of the original Appalachian legislation, the Commission's activities have emphasized research and technical assistance. The purpose has been to identify the major policy issues facing the Region and to provide the Commission with the background information and analysis necessary to shape policies and set priorities.

This experimental windmill, jointly funded by the Department of Energy and the National Aeronautics and Space Administration and located at Howard's Knob near Boone, North Carolina, is designed to generate electricity for a local consumer cooperative.



R. R. Peabody

As of the conclusion of FY 1979, the Commission had invested $99 million in environmental and natural resources projects. Those investments break down as follows: subsidence, $28.1 million; solid waste disposal, $19.5 million; land stabilization, $18.9 million; mine fire control, $15.7 million; acid mine drainage control, $36 million; refuse bank cleanup, $2.6 million; well capping, $301,000; and timber development organizations (TDOs), $243,000. Also a part of this total is $1 million for flood-related projects and a special one-time grant of $6 million for a demonstration project to clear a stream to reduce the incidence and severity of flood in a chronically flood-prone area.

The Region's environmental problems have not resulted solely from extractive industry, either. Natural hazards, solid waste and wastewater also have had an impact on the quality of the environment—and continue to have one.

A study implemented in accordance with a 1975 amendment to the Act identified high-risk hazard areas, with special attention to mudslides, landslides, sink holes, subsidence and the occurrences of floods, tornadoes and other major natural hazards. The study's analysis of their effect on the basic process of economic development and growth revealed that, although loss of life and property has many times caused short-term problems (particularly in the case of flooding), the impact of these and other hazards has not materially deterred long-term development. As the study suggested, ARC now follows a policy that encourages development in areas where natural hazards are unlikely to occur, recognizing that while this process takes place, ARC must continue to initiate projects to help protect existing populations in hazard-prone areas.

Ironically, while the study was under way in 1977, major destructive floods struck 45 counties in Central Appalachia and Johnstown, Pennsylvania, and 16 counties in western North Carolina. In each

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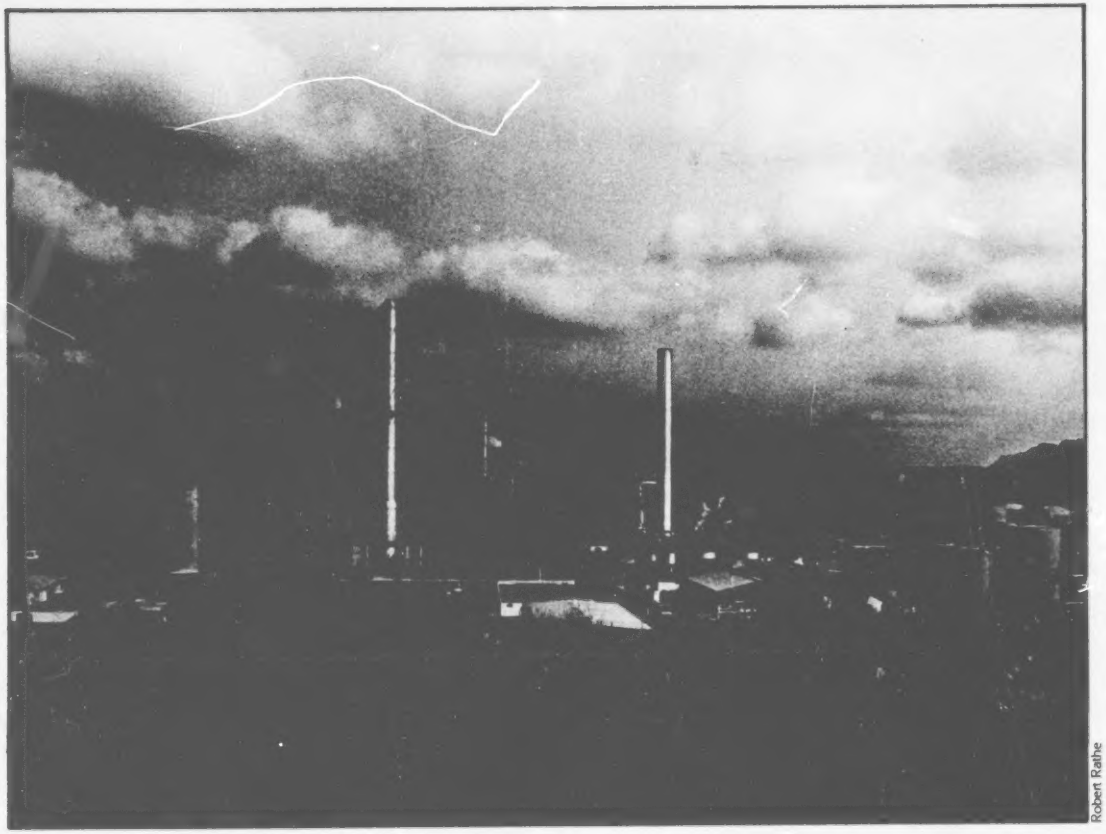

Robert Rathe

Ashland Synthetic Fuels, Inc., operates this H-coal pilot liquefaction plant in Catlettsburg, Kentucky.

case, ARC provided funds to develop long-term recovery plans. In addition, a special flood recovery project staff, funded jointly by ARC and the participating states, has been established in Pikeville, Kentucky. As part of this overall effort, ARC and the National Oceanic and Atmospheric Administration are funding development and implementation of a flash-flood warning system for the entire Region.

At the same time, ARC is involved with a number of agencies including the Economic Development Administration, the Department of Housing and Urban Development, and the Corps of Engineers in efforts to clear the Tug Fork River basin and to identify and develop flood-free sites in Central Appalachia as an alternative to further development in the flood plains.

Both solid waste management and wastewater treatment also have posed serious environmental problems for ARC. Although ARC has been active in this area since 1968, it wasn't until passage of the Resource Conservation and Recovery Act of 1976 and the Toxic Substances Control Act that improved solid waste management became a national priority.

A research project, initiated in 1979 and not yet completed, will address solid waste management problems peculiar to the Region, mainly those associated with low-density populations and the rugged Appalachian terrain. The study will evaluate existing solid waste management systems at the regional and local levels and recommend methods for increasing multicounty cooperation in developing solid waste programs that are appropriate to the Region.

Solid waste recovery also was addressed at ARC's energy conference in Binghamton, New York, where the Commission adopted a resolution incorporating solid waste recovery projects as part of an energy-incentive program. Several projects already have been submitted under that new initiative.

The Region's widely dispersed population also makes wastewater treatment a serious problem. However, 1977 amendments to the Water Pollution Control Act now set aside four percent of the Environmental Protection Agency's construction grants for building alternatives to conventional sewage treatment works in municipalities having populations of 3,500 or less. ARC's development of one such alternative system (see the chapter on "Housing and Community Development," page 28 and its successful demonstration in several Appalachian states contributed to EPA's decision to fund alternative systems.

Current Priorities

Given the national energy priority, coal continues to be a top regional priority. However, that priority encompasses not only its increased production but the associated social and environmental costs; promotion of appropriate new technology; transportation costs; and the advocacy of national policies that encourage greater use of this abundant natural resource.

At the same time, however, ARC also will continue to pursue the natural resources and environmental policies which ensure that the Region incurs minimum damage from the extraction of its natural resources and which address the other environmental problems that directly affect the quality of life in Appalachia.

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Joan Marcus

Finances

In the 15 years the Appalachian Regional Commission has been in existence, through September 30, 1980, Congress has appropriated a total of $4.27 billion for the Appalachian program (see Table 1 below). Of this total, $2.6 billion has been for the highway program and $1.7 billion for the nonhighway, or area development, program.

Authorizations and Appropriations

The federal share of ARC funding is provided by Congress in two stages, first authorizations and then appropriations, as is the case with most federal programs. Authorizations establish both the scope of program activities and the maximum limits on amounts that may be made available to carry out these programs. For the Appalachian program, authorizations of funds for the nonhighway portion of the program have been provided for two-year periods, and for the highway program for longer periods, usually four to five years.

Table 1

Appropriations for Appalachian Regional Development Programs

(in thousands of dollars)

		Nonhighway			
Fiscal Year	Highway	Area Development	Research and LDD	Administrative	Total
1965-66	$ 200,000	$ 103,450	$ 2,500	$ 1,290	$ 307,240
1967	100,000	54,700	2,750	1,100	158,550
1968	70,000	55,100	1,600	746	127,446
1969	100,000	70,600	3,000	850	174,450
1970	175,000	101,958	5,500	932	283,390
1971	175,000	119,500	7,500	960	302,960
1972	175,000	115,000	7,000	1,113	298,113
1973	205,000	127,000	11,000	1,217	344,217
1974	155,000	107,500	7,500	1,492	271,492
1975	160,000	125,000	8,500	1,747	295,247
1976	162,200	117,500	8,500	1,870	290,070
Transition Quarter	37,500	8,000	4,500	495	50,495
1977	185,000	109,500	8,500	1,925	304,925
1978	211,300	105,000	7,400	2,083	325,783
1979	233,000	137,923	7,700	2,297	380,920
1980	229,000	120,000	7,500	3,110	359,610
Total	**$2,573,000**	**$1,577,731**	**$100,950**	**$23,235**	**$4,274,908**

A large percentage of ARC funds have gone to improve vocational education in the Region. (LEFT) Welding is a popular course at Tri-County Technical College in Pendleton, South Carolina.

Within the ceilings established by the authorizations, Congress then provides annual appropriations for the Appalachian program, generally not for the full amounts authorized.

Highway Funds

The original amount authorized for the ARC highway program in 1965 was $840 million and covered a six-year period, to 1971 (see Table 2 at the right). Since that time Congress has raised the total authorization to $2.9 billion through 1981 as more miles have been added to the system and as the costs of construction have risen with inflation. Neither the original authorization nor the increased funding, however, would be enough to complete the system. The total amount actually appropriated to date for highways, through fiscal 1980, is $2.6 billion.

Nonhighway Funds

Appalachian nonhighway funds have been used for a number of programs including health, vocational and other education, mine area restoration, housing, water and sewer treatment, other community facilities, land stabilization, timber development, support of the multicounty local development districts (LDDs), research and supplemental grants. Originally, these funds are allocated to each state in a specific amount for each program then in existence. In 1971, Congress changed this system of authorization by allocating the nonhighway funds as a block. In response to this Congressional action, which gave the Commission greater flexibility in investing its funds according to individual state priorities, the Commission designed a new allocation system under which each state was given a single allocation, called an area development allocation, for four major programs: health and child development, vocational education, mine area reclamation and supplemental grants. Each state could determine how much of its area development allocation it wanted to use for each of these programs.

Since 1975, this single allocation system has expanded to cover all ARC nonhighway programs,

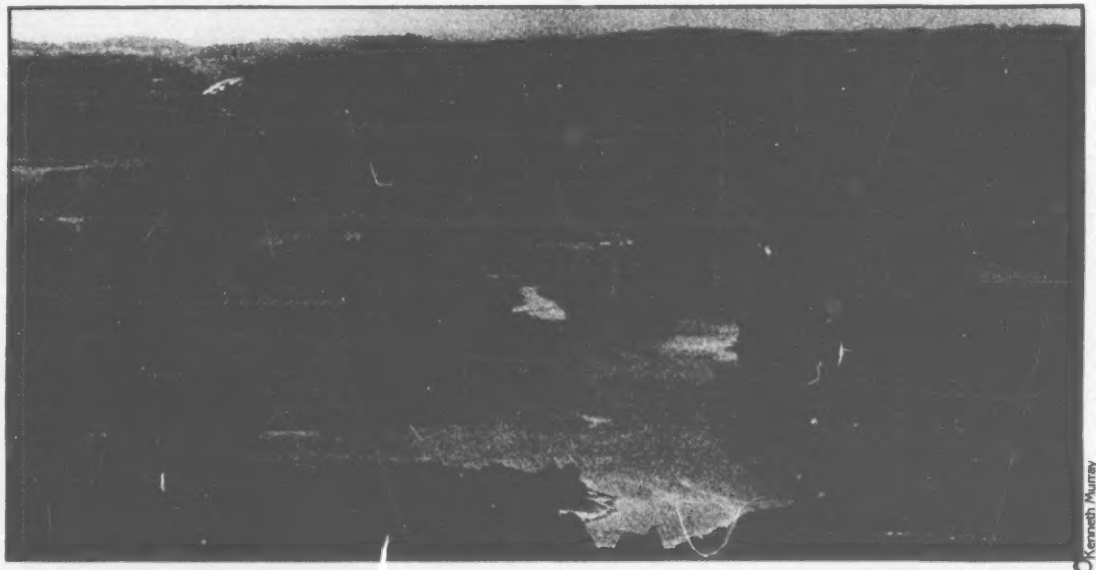
Table 2

Appalachian Highway Authorizations
(in millions of dollars)

Appalachian Legislation	Period Covered	Amount of Authorization	
		Added	Cumulative
1965 Act	through 1971	$840.0	$ 840.0
1967 Amendments	through 1971	175.0	1,015.0
1969 Amendments	through 1973	150.0	1,165.0
1971 Amendments	through 1978	925.0	2,090.0
1975 Amendments	through 1981	840.0	2,930.0

Cumulative authorization through 1980, $2,710 million.
Cumulative appropriation through 1980, $2,573 million.
Lapsed authorization through 1980, $187 million.

The largest share of ARC funds has gone to highway construction. (BELOW) Appalachian Corridor S crosses Cherokee Lake in Tennessee.



Kenneth Murray

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except for Commission research and evaluation and the support of the LDDs.

The area development appropriation is divided among the states according to a formula that takes into account the land area, the population and the per capita income of the Appalachian portion of each state.

Sources of Funding

The commitment of the federal-state partners to the ARC process is demonstrated by the fact that the responsibility for funding is shared just as the decision-making process is. Appalachian and other federal funds have made up 59.7 percent of the total costs of all Appalachian projects (60.7 percent of highway projects and 58.9 percent of nonhighway projects—see Table 3 below). The remainder of the costs has been paid by state, local and/or private funds, so that the federal government on the one hand and state, local and private funds on the other have invested close to equally in the program.

Over the years, the federal share of funding for grant-in-aid projects has been increased by legislation, and this increase is reflected in the Appalachian program. During the initial years, the federal share of the ARC highway program was slightly over 50 percent, but rose to a high of 72.5 percent in fiscal 1979. The federal share of the nonhighway funding has also risen over the years, although not so steeply—from an original share of about 50 percent to 64.9 percent in fiscal 1979.

Table 3

Distribution of Total Costs Among Various Sources of Funds for Approved Projects

(in millions of dollars)

	Highway Projects								Nonhighway Projects							
	1979 Program				Cumulative through 1979				1979 Program				Cumulative through 1979			
Appalachian Funds	$231.4	72.5%			$2,327.0	59.6%			$142.2	35.0%			$1,558.6	31.5%		
Other Federal Funds	—	—			—	—			121.5	29.9			1,356.9	27.4		
Total Federal			$231.4	72.5%			$2,327.0	60.7%			$263.7	64.9%			$2,915.5	58.9%
State Funds	86.5	27.1			1,499.2	39.1			19.7	4.8			448.6	9.1		
Local Funds	1.3	0.4			8.8	0.2			123.0	30.3			1,588.2	32.1		
Total State and Local			87.8	27.5			1,508.0	39.3			142.8	35.1			2,036.8	41.1
Total Eligible*			$319.2	100.0%			$3,835.0	100.0%			$406.4	100.0%			$4,952.3	100.0%

*Ineligible costs of projects, which are not eligible for matching federal grants, must be borne by the applicants.
Note: Through September 30, 1979, there was over $500 million in ineligible projects costs for nonhighway programs.

Supplemental Grants

Because of their rural character, their relative poverty and their low tax bases, many Appalachian states and communities found it difficult to come up with the matching share required by law in many programs before federal funds can be granted. Although they were eligible in all other ways for grants for the construction of basic public facilities, before the existence of ARC they often could not take advantage of a number of federal programs.

In response to this problem, Congress designed a unique feature of the Appalachian legislation, the supplemental grant program. Under this program, the federal share in grant programs may be raised (from the usual 30 to 66 percent) to as much as 80 percent of the cost of construction, so that the state or community can participate by putting up as little as 20 percent as its matching share. The Appalachian states have used supplemental grants to construct many types of public facilities, including vocational education schools, colleges, health facilities, water systems, sewage treatment plants, recreational facilities, libraries and airports.

Each year the Commission utilizes supplemental grants funds in a slightly different manner, in accordance with priorities determined at the time by the Appalachian states (see Table 4 at the right). The proportion used for water, sewer and sewage treatment facilities, which previously amounted to about 20 percent of these funds, rose steadily—from 38 percent in fiscal year 1973 to nearly 70 percent in fiscal year 1978, and then dropped to about 57 percent in 1979. In 1979 industrial site development and community improvement utilized 21 percent of these funds, as compared to about 13 percent in the previous year.

Health facilities, on the other hand, which once accounted for about 26 percent of these funds, utilized about 17 percent in 1975 and dropped to 2 or 3 percent in 1978 and 1979. The share of education projects has dropped from an earlier 47 percent to 13 percent in 1979.

It should be noted, however, that these amounts do not reflect completely the amounts of ARC funds used for construction of health and vocational education facilities since these may also be funded under ARC's basic health and vocational education programs.

Table 4

Supplemental Grant Projects Approved by Type of Program

(in thousands of dollars)*

	1979			Cumulative through 1979		
	No.	Amount	Percent	No.	Amount	Percent
Community Development						
Water System and Combined Water-Sewer Systems	91	$26,626	46.03%	487	$135,337	23.56%
Sewage Systems	29	6,398	11.06	396	78,965	13.75
Solid Waste Disposal	4	449	.78	40	6,764	1.18
Recreation and Tourism	16	2,460	4.25	129	20,296	3.53
Community Improvement	13	6,628	11.46	21	9,630	1.68
Industrial Site Development	20	5,565	9.62	63	16,672	2.90
Neighborhood Facilities	2	633	1.09	40	6,127	1.07
Airports	—	—	—	147	17,572	3.02
Other	3	478	.83	18	2,291	0.04
Subtotal	**178**	**$49,237**	**85.12%**	**1,344**	**$293,610**	**50.73%**
Education						
Vocational Education	14	$ 2,041	3.53%	570	$ 83,447	14.53%
Higher Education	5	2,999	5.18	244	60,787	10.59
Libraries	10	2,312	4.00	148	17,189	2.99
ETV and NDEA	1	178	.31	103	14,863	2.59
Subtotal	**30**	**$ 7,530**	**13.02%**	**1,065**	**$176,286**	**30.70%**
Health Facilities	**4**	**$ 1,075**	**1.86%**	**450**	**$106,642**	**18.57%**
Totals	**212**	**$57,842**	**100.00%**	**2,856**	**$576,538**	**100.00%**

*Columns may not add because of rounding.

Fiscal 1979

Tables showing the funds approved for nonhighway projects in fiscal 1979 for each state, by program category, appear in Part II of this report, beginning on page 46. A summary table totaling these figures for the Appalachian Regional Commission as a whole appears on page 45.

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Waterfall at Balsam Grove, North Carolina

Part II

Fiscal Year 1979

Bill Blanton

A miner samples the coal cleaning process at the Bullitt Preparation Plant, Westmoreland Coal Company, Big Stone Gap, Virginia.

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Highlights of Fiscal Year 1979

Two regionwide conferences aimed at increasing public participation in the Appalachian Regional Commission's program and policies shaped many of the Commission's fiscal year 1979 activities. The Commission held the first conference, "Raising a New Generation in Appalachia," in Asheville, North Carolina, early in the fiscal year. The second—focusing on how to increase the use of Appalachian coal and thereby decrease the nation's dependence on foreign oil—was planned in response to the deepening national energy crisis. This conference was held shortly after the end of fiscal 1979 in Binghampton, New York, but planning and preparation for it went on through much of the fiscal year.

Helping Appalachian Children and their Families

The Asheville conference dealt with the Commission's programs for children and their families. Governor James B. Hunt, Jr., of North Carolina, host of the conference and at the time ARC states' cochairman, explained the reason the conference was focusing on the family context: "We often talk about services for children and delivering those services to children. But it is the family that has the primary responsibility for providing those services, for caring or shaping and molding, . . . that meets the basic needs for food and clothing and health care. . . . Too often when we consider the health and well-being of children, we ignore the health and well-being of their families."

The 300 delegates to the conference spent two and a half days reviewing and discussing ARC programs in basic education, preventive health, comprehensive child care and family support services, and presented to the Appalachian governors attending the conference specific recommendations for future ARC program direction and investment in these areas.

As a result, the Commission formally resolved to take a number of steps that are already affecting ARC programs:

- to strengthen Appalachian families by expanding their employment opportunities
- to ensure that all Appalachian children attain the basic skills of reading, mathematics and oral and written communication
- to reduce infant mortality in all counties in the Region to less than the national average within four years
- to encourage and support local efforts to fluoridate water supplies, to help prevent dental disease
- to recommend that pending legislation limit the funding of child development projects to five years on all new projects but to permit an exception, at the request of a governor, for projects assisted by ARC in fiscal year 1979, and to step up technical assistance to help projects find other sources of funding
- to strengthen the Commission's role as a national advocate for Appalachian children and their families.

The Commission promptly began to plan new initiatives in these areas, concentrating initially on reduction of infant mortality and more effective teaching of basic skills.

In a related attempt to give even Appalachians in isolated parts of the Region greater educational opportunities, ARC enlarged its satellite program and began the steps necessary to spin it off as the Appalachian Community Service Network (ACSN), a nonprofit corporation that will bring community-service types of programs to cable TV and will be able within a year to reach one million people in the Region. ARC expects to continue financial assistance to ACSN for the next several years.

Making Full Use of the Region's Energy Resources

As price increases by the OPEC countries focused the nation's attention on the need for alternative sources of energy, the Commission undertook a number of steps designed to increase

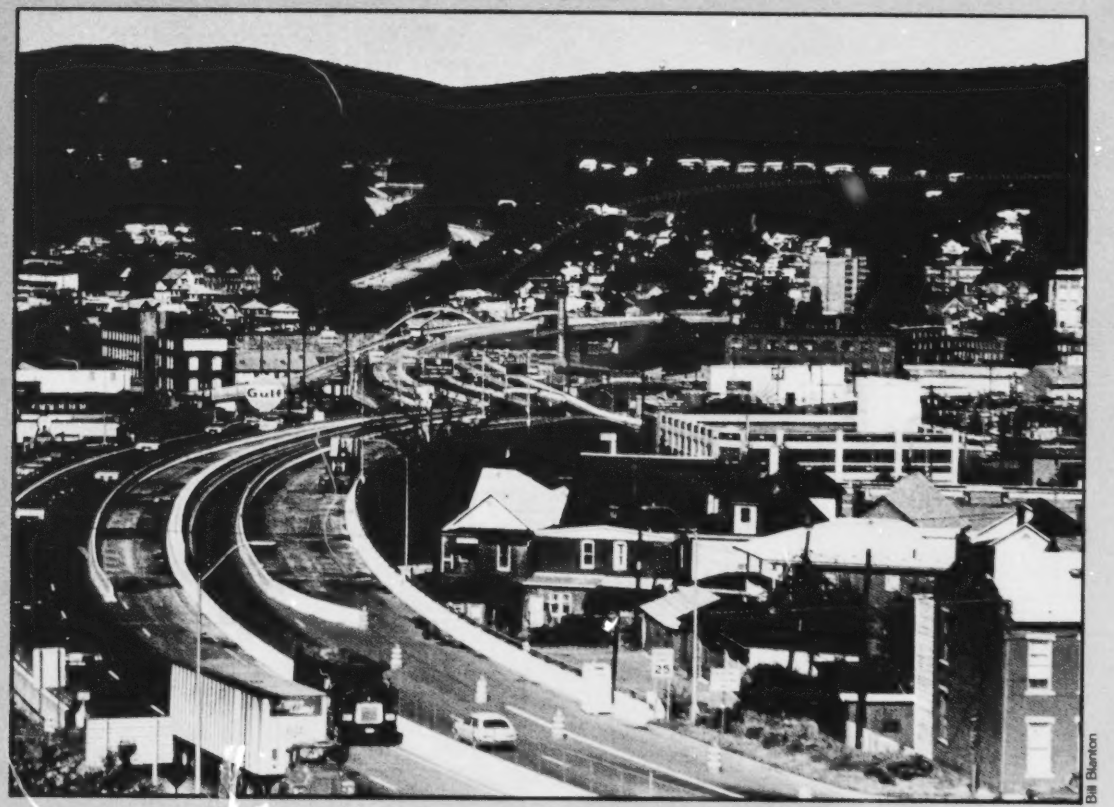
Appalachia's energy contribution to the nation while at the same time protecting the Region's environment. Early in the year, ARC approved the allocation of $1 million for a group of demonstration and research projects, including assistance to energy-impacted areas, wood-for-energy projects and marketing assistance to small coal operators.

On the heels of the settlement of the mine strike of the preceding year, which had drastically reduced coal productivity, the Commission sponsored a series of coal seminars, attended by United Mine Workers members, coal operators and coal experts. These seminars were intended to help shape the issues to be addressed by the President's Commission on Coal, chaired by Governor John D. Rockefeller IV of West Virginia. The President's Commission on Coal and President Carter's energy policy both recommended a national shift to coal; the Coal Commission identified 117 utility plants which were using oil but which it said could rapidly be converted to the use of coal. As the year wore on, it became apparent that not only would the increased use of coal be important but that the marketing and productivity of coal also demanded attention.

All of these issues were on the agenda for the regionwide energy conference, "Appalachia into the 80s," hosted in Binghamton, New York, by Governor Hugh Carey of New York in October. Five panels on energy were planned (replacing oil with coal; organizational arrangements and institutional barriers; unconventional sources and energy conservation; energy-efficient transportation of resources, people and goods; and protecting life and the environment), as well as one on the important issue of health-care cost containment.

To help the Region's agricultural and forestry resources play a larger role in the Region's economic future, the Commission adopted during the year a policy of helping develop markets for agricultural products of small farms and cooperatives, expanding use of Appalachian timber, offering increased technical assistance and establishing agricultural and forestry demonstrations.

Appalachian Corridor E runs through Frostburg, Maryland.



Bill Blanton

Spurring Development through Highway Construction

During fiscal 1979 the Commission continued to move ahead toward completion of the development highway system, the necessary prerequisite for access to jobs, markets and schools. By the end of the year, 1,778 miles, or 60 percent, of the Appalachian Development Highway System was either completed or under construction, with 692 miles of access roads either completed or placed under construction.

During the year the Appalachian states fully utilized the $233-million highway appropriation and prefinanced a larger amount than ever before ($117 million) of development highway construction—that is, they had proceeded with construction using state money which would be repaid later from ARC highway allocations. Prefinancing is significant both because it makes clear how strong the states' commitment to the system is and because, in a time of inflation, it permits more miles to be built for the limited federal funds available.

The Advocacy Role

During the year a number of Appalachian communities were hard hit by the reduction or elimination of air service under deregulation legislation. The Commission drew up recom-

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mendations for the Civil Aeronautics Board (CAB) on how CAB could obtain greater local participation in designing its regulations. ARC suggested a process under which each state would consult with the local communities affected and then negotiate with CAB on the levels of service to be designated essential.

Two Congressionally mandated studies were completed during the year. The study on medical indigency revealed that in 1970 more than 25 percent of the Central Appalachian population—and in some areas up to 40 percent—had no health insurance and could not afford most health care. This subject is under further study to refine estimates and make recommendations. The natural hazards study, which concentrated on how physical hazards constrained land use in the Region, led the Commission to resolve to promote the acquisition and development of land in areas not subject to these hazards.

To determine whether ARC should use some of its limited funds to help communities achieve the level of cultural activities generally agreed to be necessary to sustain balanced development, the Commission established an advisory committee on cultural resources, with representatives from each Appalachian state.

Missy Mandell

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Working with Other Agencies

An interagency agreement with the Farmers Home Administration (FmHA) was developed under which FmHA agreed to be guided generally by priorities established under the areawide action program (AAP) approach within the Region. This constituted significant support for the AAP process, which ARC considers to be an essential mechanism for local input into Appalachian planning and development. The AAP approach continued throughout the year to gain acceptance from the Region's local development districts.

Tommy Noonan

Projects funded by ARC during the year included (LEFT) a feasibility study on a small hydro site in Highlands, North Carolina, (ABOVE) a maternal and infant care program in Whitfield County, Georgia, and (ABOVE RIGHT) a rural public transportation system in north central Pennsylvania.

Robert Rathe

In August the Tennessee Valley Authority (TVA), the U.S. Department of Agriculture (USDA) and ARC signed an agreement to cooperate to improve the Region's economy, through joint projects in energy, housing, community and industrial development, health services and agriculture. Working groups were established to develop initial projects.

Extending ARC Legislation

The legislation establishing the Appalachian Regional Commission expired September 30, 1979. Wide support was evident in both houses of Congress for the necessity of continued assistance to the Region and for ARC as the vehicle for that assistance. At the end of the fiscal year, renewal legislation had been passed by both the Senate and the House of Representatives, and a conference committee was meeting to iron out differences between the two bills. Continued operation was provided for by a joint Congressional resolution authorizing continued operations during 1980 under terms of the regular Appropriation Act.

Projects Approved in Fiscal Year 1979

Appalachian Regional Commission

Project Totals

(in thousands of dollars)

Program Category	Number of Projects	ARC Share Amount	ARC Share Percent of Total Funds, Appalachian Regional Commission	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	187	$ 19,661	13.7%	$ 3,182	$ 16,530	$ 39,373
Child Development	150	11,418	8.0	5,253	8,096	24,767
Vocational and Other Education	160	27,748	19.4	2,328	22,642	52,718
Community Development	174	48,788	34.0	101,119	83,610	233,517
Energy and Enterprise Development	53	4,545	3.2	278	1,259	6,083
Environment and Natural Resources	30	2,624	1.8	0	1,783	4,407
Other Programs and Special Demonstrations	18	8,041*	5.6	353	1,721	10,114
Housing	24	10,247	7.2	620	323	11,190
LDD Planning and Administration	75	5,563	3.9	0	2,005	7,567
Research and Technical Assistance	114	4,713**	3.3	203	976	5,892
Total	**985**	**$143,349**	**100%**	**$113,336**	**$138,945**	**$395,629**

*Includes $6,010 thousand in Commissionwide special demonstrations, primarily the special stream clearing project.
**Includes $2,442 thousand in Commissionwide research and technical assistance.

Columns may not add because of rounding.

Alabama

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$2,787,086	$71,294	$1,385,601	$4,243,981
Child Development	663,353	20,473	526,145	1,209,971
Vocational Education and Other Education	3,019,014	0	1,763,759	4,782,773
Community Development	4,102,612	8,416,398	5,594,173	18,113,183
Energy and Enterprise Development	100,000	0	28,333	128,333
Housing	155,000	0	18,334	173,334
Local Development District Planning and Administration	527,000	0	175,668	702,668
Research and Technical Assistance	452,685	0	192,810	645,495
Total	**$11,806,750**	**$8,508,165**	**$9,684,823**	**$29,999,738**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**3,444.4**	**3,741.9**	**8.6%**
Total of Counties in Appalachia	**2,137.4**	**2,319.2**	**8.5%**
Bibb	13.8	14.7	6.1%
Blount	26.9	33.6	25.0
Calhoun	103.1	116.7	13.2
Chambers	36.4	37.6	3.4
Cherokee	15.6	18.1	15.9
Chilton	25.2	29.1	15.6
Clay	12.6	13.9	9.6
Cleburne	11.0	11.9	8.1
Colbert	49.6	50.0	.8
Coosa	10.7	11.3	5.9
Cullman	52.4	60.2	14.8
De Kalb	42.0	50.6	20.4
Elmore	33.7	41.4	22.9
Etowah	94.1	98.6	4.7
Fayette	16.3	16.8	3.3
Franklin	23.9	26.9	12.5
Jackson	39.2	49.8	27.1
Jefferson	645.0	657.2	1.9
Lamar	14.3	15.6	8.6
Lauderdale	68.1	77.1	13.1
Lawrence	27.3	29.5	8.3
Limestone	41.7	43.8	5.1
Madison	186.5	187.2	.3
Marion	23.8	26.9	13.3
Marshall	54.2	61.7	13.9
Morgan	77.3	85.8	11.0
Pickens	20.3	21.8	7.1
Randolph	18.3	18.9	3.1
St. Clair	28.0	36.7	31.2
Shelby	38.0	58.0	52.5
Talladega	65.3	69.2	6.1
Tallapoosa	33.8	36.2	7.1
Tuscaloosa	116.0	126.3	8.9
Walker	56.2	66.3	17.9
Winston	16.7	19.8	19.1

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-1.

Seven counties in western Alabama have an efficient new emergency medical communications system that gives paramedics in the field rapid and easy access to physicians in base hospitals.

Jessie Blackburn

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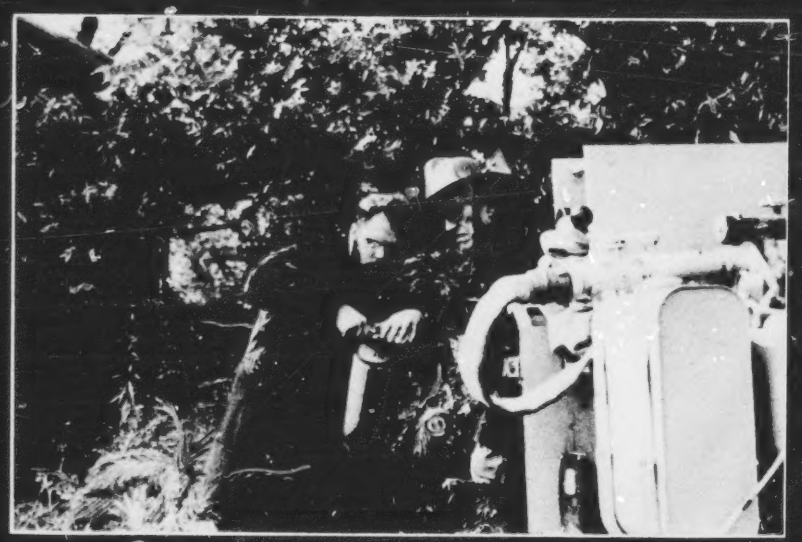

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Officials of Weaver designed an inexpensive piece of firefighting equipment especially suited to the area's rugged terrain.

Alabama

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Georgia

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$1,784,771	$ 0	$ 744,046	$ 2,528,817
Child Development	1,748,108	573,950	703,142	3,025,200
Vocational Education and Other Education	2,087,021	0	1,470,739	3,557,760
Community Development	958,127	1,676,600	1,804,969	4,439,696
Energy and Enterprise Development	208,958	0	8,333	217,291
Other Programs and Special Demonstrations	128,000	5,000	73,349	206,349
Housing	330,000	0	10,000	340,000
Local Development District and Planning and Administration	451,080	0	168,023	619,103
Research and Technical Assistance	15,000	0	5,000	20,000
Total	**$7,711,065**	**$2,255,550**	**$4,987,601**	**$14,954,216**

Tommy Noonan

This young mother, shown with her baby and her mother, used the services of the ARC-funded special care nursery at Hamilton Memorial Hospital in Whitfield County.

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**4,587.9**	**5,083.9**	**10.8%**
Total of Counties in Appalachia	**813.8**	**1,009.4**	**24.0%**
Banks	6.8	7.3	6.7%
Barrow	16.9	19.8	17.4
Barlow	32.9	37.4	13.5
Carroll	45.4	53.8	18.5
Catoosa	28.3	35.5	25.6
Chattooga	20.5	21.7	5.7
Cherokee	31.1	42.0	35.1
Dade	9.9	11.5	16.4
Dawson	3.6	4.8	31.3
Douglas	28.7	49.4	72.3
Fannin	13.4	14.8	10.7
Floyd	73.7	78.8	6.9
Forsyth	16.9	23.0	35.7
Franklin	12.8	13.9	9.1
Gilmer	9.0	11.4	27.1
Gordon	23.6	28.9	22.8
Gwinnett	72.3	136.9	89.2
Habersham	20.7	24.7	19.4
Hall	59.4	69.9	17.6
Haralson	15.9	18.1	13.3
Heard	5.4	6.3	17.2
Jackson	21.1	23.9	13.2
Lumpkin	8.7	10.0	15.0
Madison	13.5	16.5	21.9
Murray	13.0	17.3	33.5
Paulding	17.5	22.6	29.2
Pickens	9.6	10.9	13.1
Polk	29.7	30.5	2.9
Rabun	8.3	9.1	8.8
Stephens	20.3	22.8	12.1
Towns	4.6	5.0	9.9
Union	6.8	8.2	20.0
Walker	50.7	53.1	4.7
White	7.7	8.9	15.3
Whitfield	55.1	60.8	10.4

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-10.

Georgia

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The Cartersville center is one of the day care centers coordinated by the Coosa Valley local development district.

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Kentucky

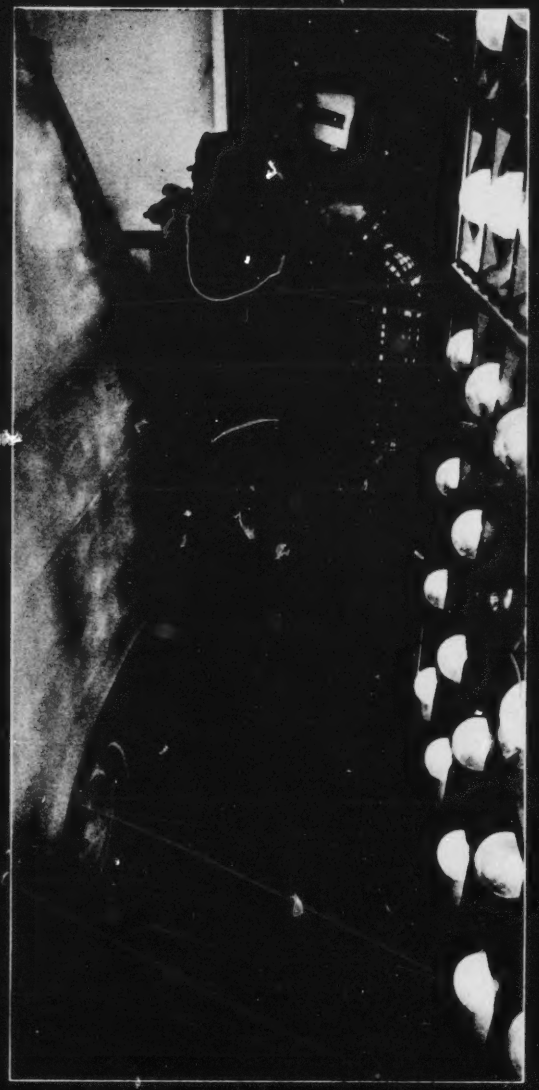
Project Totals Approved in Fiscal Year 1979

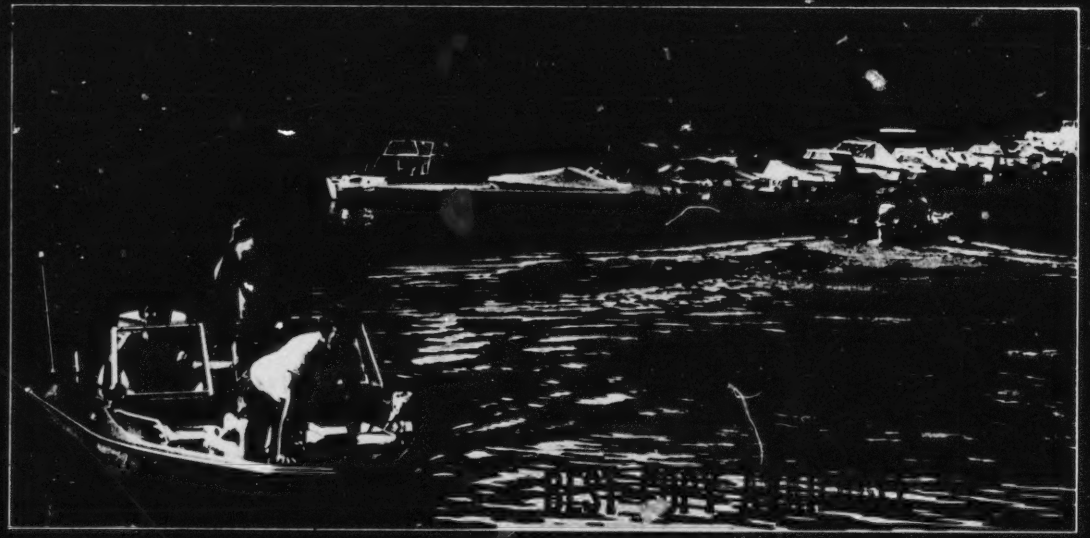
Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$1,917,485	$1,002,635	$1,079,198	$3,999,318
Child Development	237,911	275,875	188,729	702,515
Vocational Education and Other Education	1,316,899	0	1,141,948	2,458,847
Community Development	3,611,875	3,405,726	2,554,034	9,571,635
Energy and Enterprise Development	1,367,585	0	591,065	1,958,650
Environment and Natural Resources	190,625	0	6,875	197,500
Housing	1,780,000	39,000	111,500	1,930,500
Local Development District Planning and Administration	733,000	0	244,333	977,333
Research and Technical Assistance	136,235	0	19,050	155,285
Total	**$11,291,615**	**$4,723,236**	**$5,936,732**	**$21,951,583**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**3,220.7**	**3,498.3**	**8.6%**
Total of Counties in Appalachia	**876.5**	**1,009.2**	**15.1%**
Adair	13.0	14.2	9.3%
Bath	9.2	9.4	2.2
Bell	31.1	33.5	7.7
Boyd	52.4	54.9	4.7
Breathitt	14.2	17.1	20.3
Carter	19.8	23.3	17.3
Casey	12.9	14.6	12.7
Clark	24.1	26.9	11.6
Clay	18.5	21.8	18.0
Clinton	8.2	8.9	8.8
Cumberland	6.8	7.2	4.9
Elliott	5.9	6.4	7.7
Estill	12.8	13.6	6.9
Fleming	11.4	11.7	2.8
Floyd	35.9	43.5	21.3
Garrard	9.5	10.1	6.5
Green	10.3	11.0	6.2
Greenup	33.2	37.0	11.6
Harlan	37.4	40.9	9.3
Jackson	10.0	10.6	5.7
Johnson	17.5	22.7	29.7
Knott	14.7	18.2	24.1
Knox	23.7	28.7	21.1
Laurel	27.4	35.2	28.4
Lawrence	10.7	12.8	19.4
Lee	6.6	7.4	11.9
Leslie	11.6	13.7	17.9
Letcher	23.2	27.8	19.8
Lewis	12.4	13.9	12.3
Lincoln	16.7	18.3	9.8
McCreary	12.5	15.2	21.3
Madison	42.7	49.5	15.9
Magoffin	10.4	12.3	18.0
Martin	9.4	12.5	33.5
Menifee	4.0	4.7	16.5
Monroe	11.6	12.0	2.7
Montgomery	15.4	18.0	17.0
Morgan	10.0	11.2	11.5
Owsley	5.0	5.5	10.1
Perry	26.3	29.5	12.3
Pike	61.1	73.8	20.9
Powell	7.7	9.6	24.0
Pulaski	35.2	43.4	23.2
Rockcastle	12.3	13.4	8.9
Rowan	17.0	17.5	3.0
Russell	10.5	12.2	15.7
Wayne	14.3	16.4	14.9
Whitley	24.1	30.9	28.0
Wolfe	5.7	6.4	12.2

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-17.

Kentucky





(ABOVE) Graduates of the auto body course at Ashland State Vocational-Technical School have no difficulty finding employment. (RIGHT) Jenny Wiley State Park is part of Kentucky's popular state park system.

Maryland

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$1,928,613	$ 0	$2,531,436	$4,460,049
Child Development	311,000	204,827	320,000	835,827
Vocational Education and Other Education	871,456	1,080	132,397	1,004,933
Community Development	1,201,801	5,324,350	2,368,888	8,895,039
Energy and Enterprise Development	100,000	0	33,350	133,350
Other Programs and Special Demonstrations	460,000	0	0	460,000
Housing	890,000	581,152	99,304	1,570,456
Local Development District Planning and Administration	106,000	0	39,463	145,463
Research and Technical Assistance	22,000	0	9,420	31,420
Total	**$5,890,870**	**$6,111,409**	**$5,534,258**	**$17,536,537**

Bill Blanton

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**3,923.9**	**4,142.7**	**5.6%**
Total of Counties in Appalachia	**209.3**	**215.1**	**2.7%**
Allegany	84.0	79.6	-5.3%
Garrett	21.5	25.9	20.5
Washington	103.8	109.6	5.6

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-20.

(LEFT) These gently rolling hills and farms are typical of Appalachian Maryland.

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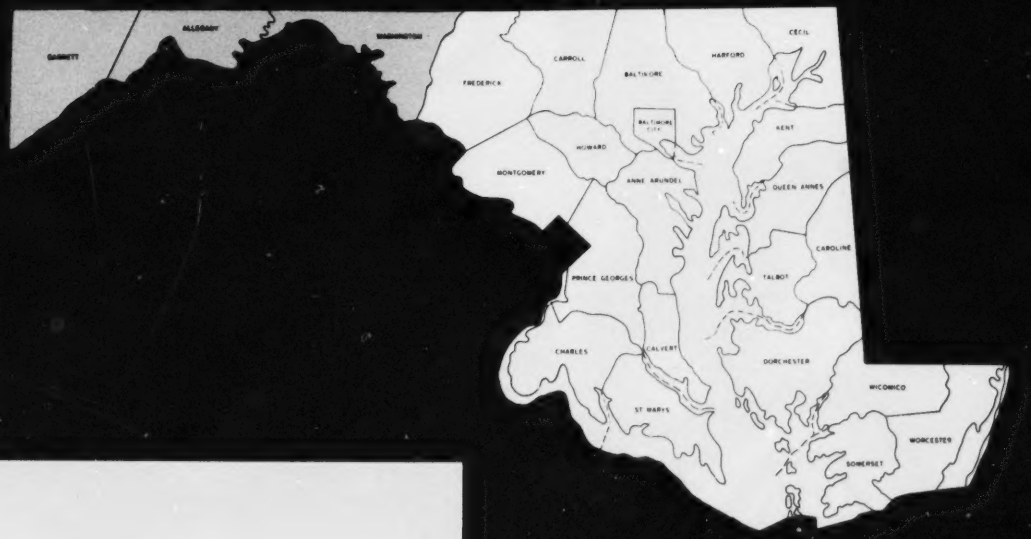
Maryland



(TOP LEFT) In Cumberland, the labor-management committee has succeeded in nipping potential problems in the bud. (LEFT) The repair and weatherization crews are putting a new roof on an Allegany County house under the housing rehabilitation program.

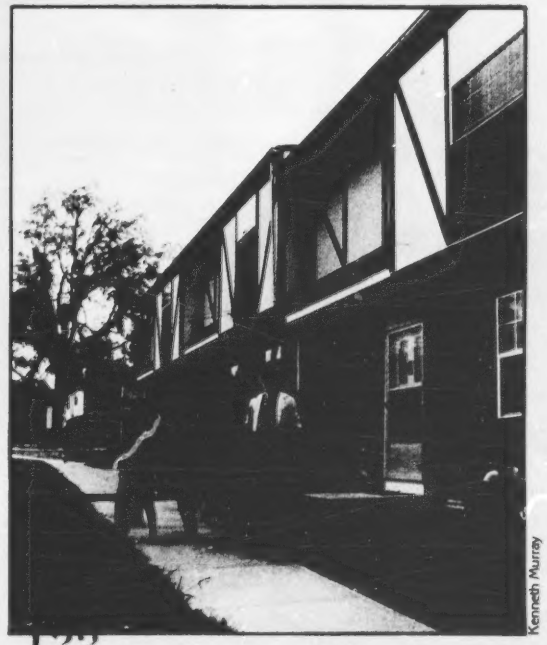
Mississippi

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$ 740,541	$ 32,083	$134,366	$ 906,990
Child Development	799,170	1,086,778	795,877	2,681,825
Vocational Education and Other Education	5,803,581	318,559	2,757,587	8,879,727
Community Development	2,102,944	3,525,652	2,330,076	7,958,672
Energy and Enterprise Development	175,000	0	5,087	180,087
Environment and Natural Resources	433,940	0	85,970	519,910
Housing	180,000	0	0	180,000
Local Development District Planning and Administration	267,995	0	89,332	357,327
Research and Technical Assistance	75,000	0	28,304	103,304
Total	**$10,578,171**	**$4,963,072**	**$6,226,599**	**$21,767,842**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**2,217.0**	**2,403.6**	**8.4%**
Total of Counties in Appalachia	**418.6**	**457.2**	**9.2%**
Alcorn	27.2	30.7	12.8%
Benton	7.5	8.1	7.3
Chickasaw	16.8	17.6	4.6
Choctaw	8.4	9.3	10.3
Clay	18.8	20.7	9.7
Itawamba	16.8	18.4	9.5
Kemper	10.2	10.1	-1.6
Lee	46.1	53.2	15.3
Lowndes	49.7	54.7	10.0
Marshall	24.0	26.8	11.4
Monroe	34.0	34.9	2.6
Noxubee	14.3	13.1	-8.2
Oktibbeha	28.8	33.8	17.5
Pontotoc	17.4	19.5	12.4
Prentiss	20.1	21.2	5.3
Tippah	15.9	18.0	13.7
Tishomingo	14.9	16.4	9.5
Union	19.1	21.1	10.5
Webster	10.0	10.4	3.1
Winston	18.4	19.4	5.5

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-24.



Kenneth Murray

(RIGHT) These townhouses in Corinth were built with the help of ARC project-planning funds.

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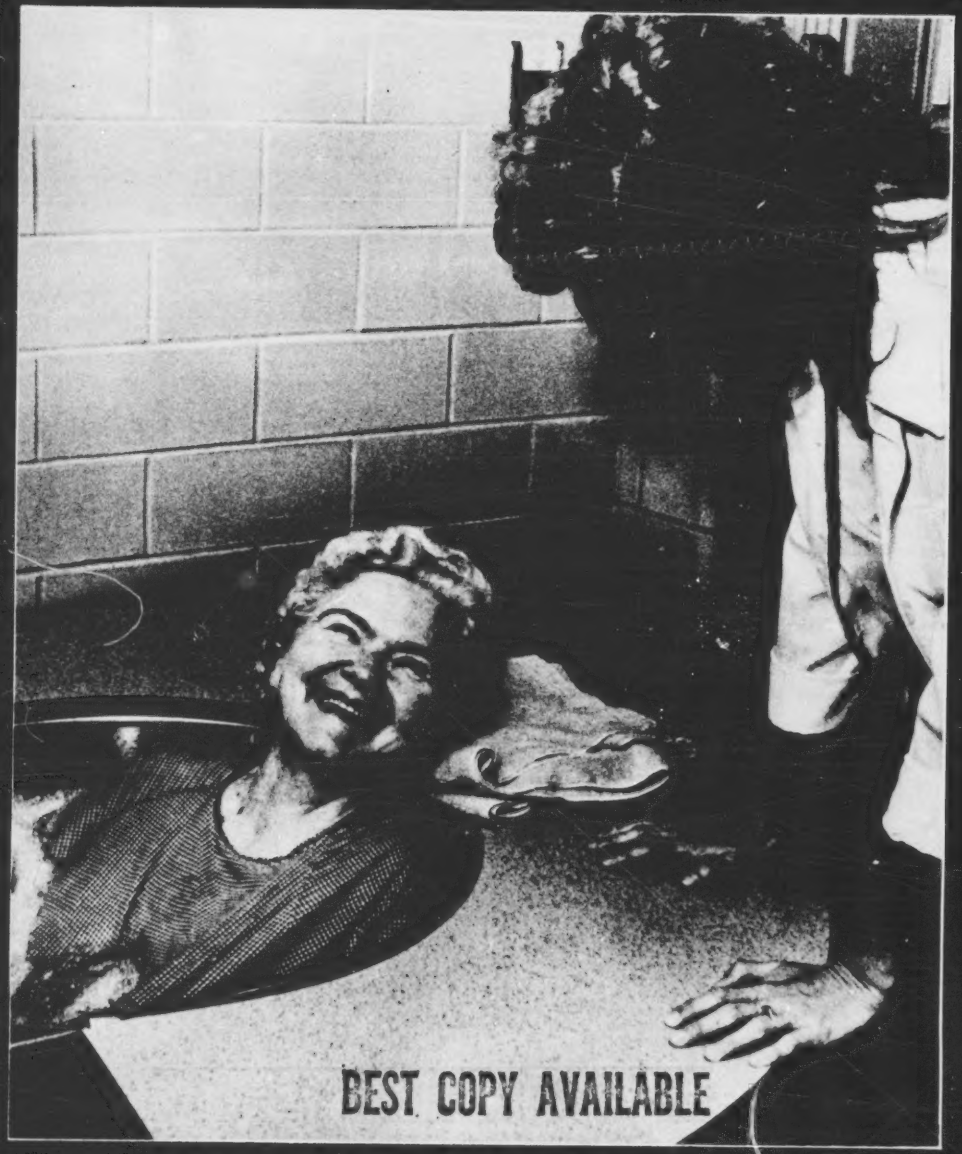
Mississippi



Tupelo's Regional Rehabilitation Center serves clients of all ages.

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New York

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$ 815,413	$ 0	$1,122,545	$1,937,958
Child Development	1,203,886	465,884	813,747	2,483,517
Vocational Education and Other Education	1,539,056	113,801	897,417	2,550,274
Community Development	3,668,526	3,801,525	2,301,207	9,771,258
Energy and Enterprise Development	1,012,529	61,400	260,859	1,334,788
Housing	365,000	0	0	365,000
Local Development Planning Administration	232,000	0	74,835	306,835
Research and Technical Assistance	383,153	43,041	124,929	551,123
Total	**$9,219,563**	**$4,485,651**	**$5,595,539**	**$19,300,753**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**18,241.4**	**17,748.2**	**-2.7%**
Total of Counties in Appalachia	**1,056.6**	**1,074.5**	**1.7%**
Allegany	46.5	49.7	6.9%
Broome	221.8	217.5	-1.9
Cattaraugus	81.7	85.4	4.6
Chautauqua	147.3	144.0	-2.2
Chemung	101.5	98.3	-3.2
Chenango	46.4	48.1	3.8
Courtland	45.9	48.0	4.6
Delaware	44.7	47.0	5.1
Otsego	56.2	57.7	2.6
Schoharie	24.7	27.6	11.7
Schuyler	16.7	17.4	3.7
Steuben	99.5	100.7	1.2
Tioga	46.5	49.6	6.7
Tompkins	77.1	83.5	8.4

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-32.

Eric Poggenpohl

Much of Appalachian New York consists of farm country.

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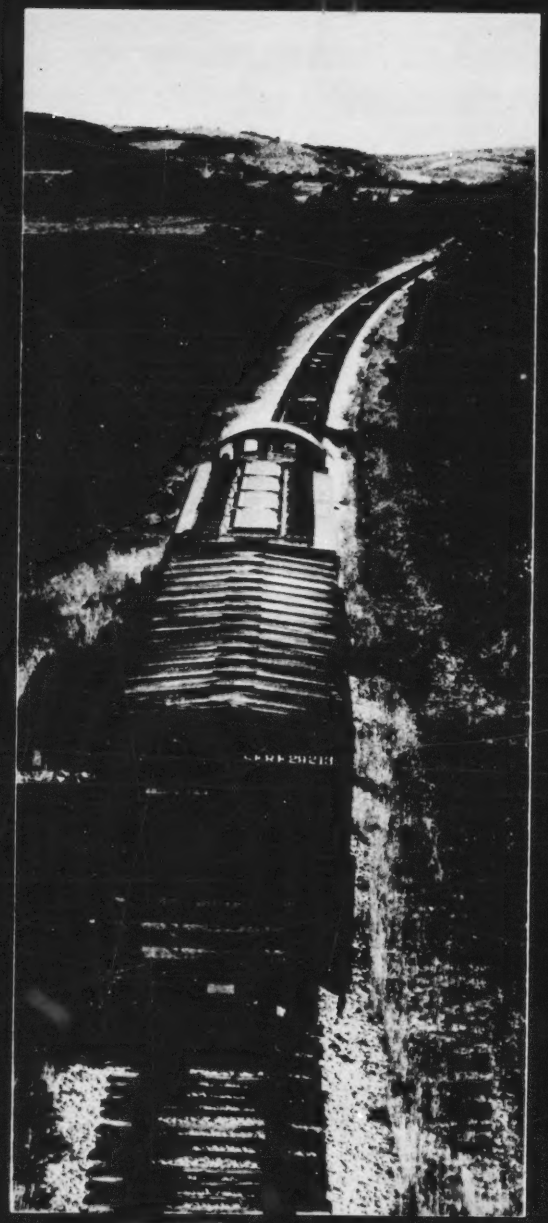
New York



The Bath and Hammondsport Line runs twice a week between Bath and Wayland, carrying wood for the nearby furniture factory or grain products for shipment out of state.

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North Carolina

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$1,287,177	$ 395,536	$1,652,994	$3,335,707
Child Development	1,679,070	1,331,330	1,730,519	4,740,919
Vocational Education and Other Education	1,655,579	0	1,460,995	3,116,574
Community Development	1,506,791	8,342,750	3,343,087	13,192,628
Energy and Enterprise Development	207,865	75,000	31,250	314,115
Environment and Natural Resources	64,100	0	16,025	80,125
Other Programs and Special Demonstrations	655,000	0	1,021,000	1,676,000
Housing	1,250,000	0	0	1,250,000
Local Development District Planning and Administration	517,000	0	179,436	696,436
Research and Technical Assistance	345,000	10,000	335,593	690,593
Total	**$9,167,582**	**$10,154,616**	**$9,770,899**	**$29,093,097**

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Herman Rector

At Asheville's Mountain Area Health Education Center, children learn how different parts of the body work.

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**5,084.4**	**5,577.0**	**9.7%**
Total of Counties in Appalachia	**1,039.0**	**1,142.2**	**9.9%**
Alexander	19.5	22.6	16.1%
Alleghany	8.1	8.8	8.3
Ashe	19.6	20.8	6.1
Avery	12.7	13.8	9.1
Buncombe	145.1	154.4	6.4
Burke	60.4	63.8	5.7
Caldwell	56.7	60.9	7.3
Cherokee	16.3	17.7	8.4
Clay	5.2	6.0	16.1
Davie	18.9	22.4	19.0
Forsyth	215.1	229.4	6.6
Graham	6.6	7.0	6.7
Haywood	41.7	44.6	7.0
Henderson	42.8	51.6	20.7
Jackson	21.6	25.4	17.6
McDowell	30.6	34.1	11.3
Macon	15.8	19.2	21.7
Madison	16.0	17.2	7.5
Mitchell	13.4	14.1	4.7
Polk	11.7	12.4	5.9
Rutherford	47.3	51.6	9.0
Stokes	23.8	30.0	26.2
Surry	51.4	56.0	8.9
Swain	8.8	10.2	15.3
Transylvania	19.7	22.0	11.4
Watauga	23.4	28.7	22.7
Wilkes	49.5	55.7	12.5
Yadkin	24.6	27.0	9.8
Yancey	12.6	14.6	15.9

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-33.

North Carolina

ASHE
WATAUGA
WILKES
ALLEGHANY
AVERY
MITCHELL
YANCEY
MADISON
BUNCOMBE
HENDERSON
TRANSYLVANIA
POLK
RUTHERFORD
MCDOWELL
BURKE
CALDWELL
WATAUGA
AVERY
MCDOWELL
POLK
RUTHERFORD
BURKE
CALDWELL
WILKES
YADKIN
IREDELL
DAVIE
CATAWBA
LINCOLN
GASTON
CLEVELAND
ALEXANDER
IREDELL
DAVIE
ROWAN
CABARRUS
STANLY
UNION
ANSON
MONTGOMERY
RICHMOND
STANLY
SURRY
STOKES
YADKIN
FORSYTH
DAVIDSON
ROCKINGHAM
GUILFORD
RANDOLPH
CASWELL
ALAMANCE
ORANGE
PERSON
DURHAM
CHATHAM
LEE
MOORE
HOKE
SCOTLAND
ROBESON
CHEROKEE
CLAY
GRAHAM
MACON
SWAIN
JACKSON
HAYWOOD
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DAVIE
IREDELL
ALEXANDER
CATAWBA
LINCOLN
GASTON
CLEVELAND
RUTHERFORD
POLK
HENDERSON

Ohio

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$1,295,795	$ 26,012	$1,022,576	$2,344,383
Child Development	980,032	265,083	457,695	1,702,810
Vocational Education and Other Education	3,238,375	738,282	3,685,598	7,662,255
Community Development	1,360,000	1,214,700	1,870,800	4,445,500
Energy and Enterprise Development	55,000	0	20,000	75,000
Environment and Natural Resources	100,000	0	316,392	416,392
Other Programs and Special Demonstrations	100,000	0	0	100,000
Housing	865,145	0	0	865,145
Local Development District Planning and Administration	302,480	0	106,543	409,023
Research and Technical Assistance	58,000	0	19,333	77,333
Total	**$8,354,827**	**$2,244,077**	**$7,498,937**	**$18,097,841**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**10,657.4**	**10,748.7**	**6.9%**
Total of Counties in Appalachia	**1,129.9**	**1,219.0**	**7.9%**
Adams	19.0	23.7	24.9%
Athens	55.7	54.8	-1.6
Belmont	80.9	81.7	1.0
Brown	26.6	31.1	16.7
Carroll	21.6	26.1	20.7
Clermont	95.4	120.1	26.0
Coshocton	33.5	34.7	3.5
Gallia	25.2	29.9	18.4
Guernsey	37.7	39.1	3.7
Harrison	17.0	17.6	3.5
Highland	29.0	31.5	8.6
Hocking	20.3	22.2	9.1
Holmes	23.0	26.0	13.0
Jackson	27.2	29.9	10.0
Jefferson	96.2	93.1	-3.3
Lawrence	56.9	62.3	9.5
Meigs	19.8	22.2	12.2
Monroe	15.7	16.4	4.4
Morgan	12.4	13.5	8.7
Muskingum	77.8	81.9	5.2
Noble	10.4	11.1	6.5
Perry	27.4	30.1	9.7
Pike	19.1	21.9	14.7
Ross	61.2	63.0	3.0
Scioto	77.0	82.8	7.6
Tuscarawas	77.2	80.1	3.8
Vinton	9.4	10.9	16.2
Washington	57.2	61.4	7.4

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-35.

James Davis

As part of the power linemen's course at the Muskingum Area Joint Vocational School in Zanesville, students play volleyball while attached to poles 15 feet above the ground.

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Ohio

The Pioneer Walk is part of Marietta's renovation program

Pennsylvania

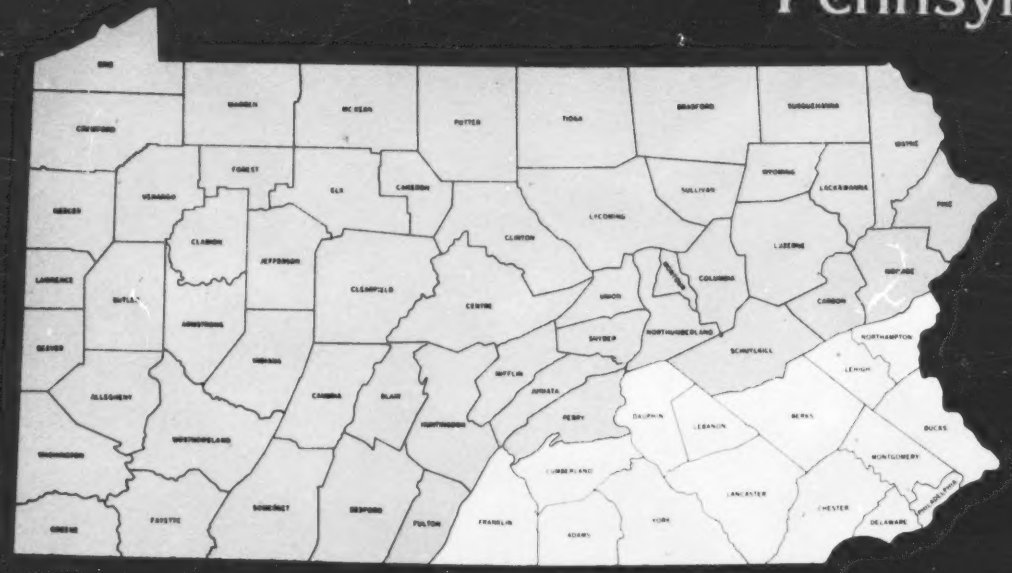
Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$2,500,636	$ 0	$1,651,692	$4,152,328
Child Development	1,586,824	351,811	787,488	2,726,123
Vocational Education and Other Education	2,651,094	800,210	4,240,176	7,691,480
Community Development	5,248,099	25,510,374	23,965,975	54,724,448
Energy and Enterprise Development	555,619	50,000	93,718	699,337
Other Programs and Special Demonstrations	650,706	300,907	617,637	1,569,250
Housing	1,692,681	0	0	1,692,681
Local Development District Planning and Administration	665,797	0	244,668	910,465
Research and Technical Assistance	190,200	0	75,730	265,930
Total	**$15,741,656**	**$27,013,302**	**$31,677,084**	**$74,432,042**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**11,800.8**	**11,749.8**	**-0.4%**
Total of Counties in Appalachia	**5,930.5**	**5,930.2**	**-0.5%**
Allegheny	1,605.1	1,476.8	-8.0%
Armstrong	75.6	76.6	1.3
Beaver	208.4	207.7	-.4
Bedford	42.4	44.0	3.9
Blair	135.4	134.1	-.9
Bradford	58.0	59.5	2.6
Butler	127.9	143.1	11.9
Cambria	186.8	185.0	-1.0
Cameron	7.1	6.7	-5.9
Carbon	50.6	52.4	3.5
Centre	99.3	109.7	10.5
Clarion	38.4	41.8	8.9
Clearfield	74.6	79.6	6.7
Clinton	37.7	37.8	.3
Columbia	55.1	59.7	8.4
Crawford	81.3	85.3	4.8
Elk	37.8	36.2	-4.1
Erie	263.7	269.4	2.2
Fayette	154.7	155.9	.8
Forest	4.9	5.3	8.0
Fulton	10.8	12.1	12.4
Greene	36.1	39.4	9.3
Huntingdon	39.1	39.2	.2
Indiana	79.5	88.1	10.8
Jefferson	43.7	47.2	7.9
Juniata	16.7	18.6	11.0
Lackawanna	234.5	232.2	-1.0
Lawrence	107.4	105.5	-1.8
Luzerne	342.0	337.8	-1.2
Lycoming	113.3	113.3	.0
McKean	51.9	50.7	-2.4
Mercer	127.2	125.1	-1.7
Mifflin	45.3	44.0	-2.8
Monroe	45.4	59.3	30.5
Montour	16.5	16.6	.5
Northumberland	99.2	99.2	-.0
Perry	28.6	33.8	18.0
Pike	11.8	14.7	24.5
Potter	16.4	16.9	3.2
Schuylkill	160.1	157.1	-1.8
Snyder	29.3	31.4	7.4
Somerset	76.0	79.9	5.0
Sullivan	6.0	5.8	-3.4
Susquehanna	34.3	36.3	5.6
Tioga	39.7	41.3	4.0
Union	28.6	31.2	9.1
Venango	62.4	62.4	.0
Warren	47.7	45.8	-3.9
Washington	210.9	212.4	.7
Wayne	29.6	35.3	19.4
Westmoreland	376.9	380.3	.9
Wyoming	19.1	23.8	24.5

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-38.

Pennsylvania



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Johnsonburg is a busy small city in Elk County.

South Carolina

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$2,146,812	$1,606,091	$2,795,530	$6,548,433
Child Development	848,252	29,676	571,373	1,449,301
Vocational Education and Other Education	2,046,665	0	1,341,856	3,388,521
Community Development	2,474,397	500,000	2,944,813	5,919,210
Energy and Enterprise Development	38,716	0	12,906	51,622
Environment and Natural Resources	651,327	0	1,047,482	1,698,809
Local Development District Planning and Administration	171,000	0	57,000	228,000
Research and Technical Assistance	243,867	0	15,000	258,867
Total	**$8,621,036**	**$2,135,767**	**$8,785,960**	**$19,542,763**

Tri-County Technical College

The training offered at Tri-County Technical College in Pendleton is an important attraction for industries considering locating nearby.

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**2,590.7**	**2,917.6**	**12.6%**
Total of Counties in Appalachia	**656.3**	**747.9**	**13.9%**
Anderson	105.5	120.3	14.0%
Cherokee	36.7	41.7	13.8
Greenville	240.8	271.8	12.9
Oconee	40.7	44.8	9.9
Pickens	59.9	72.5	23.0
Spartanburg	173.7	196.8	13.3

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-40.

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South Carolina

This mother is helping her child to learn in Greenville's library-centered child development project

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Tennessee

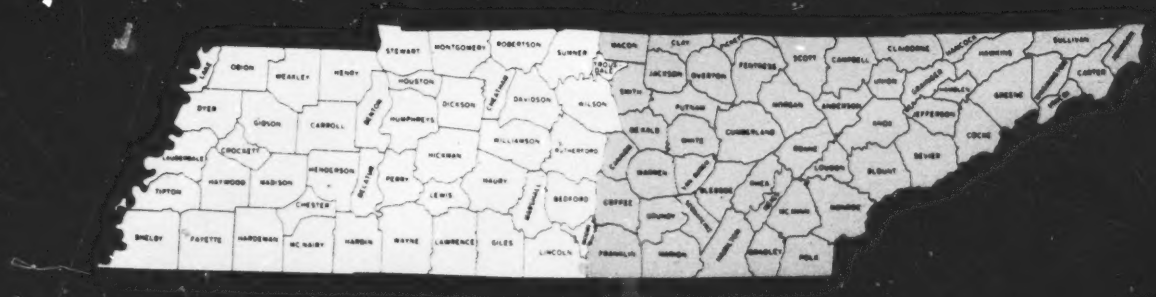
Project Totals Approved in Fiscal Year 1979

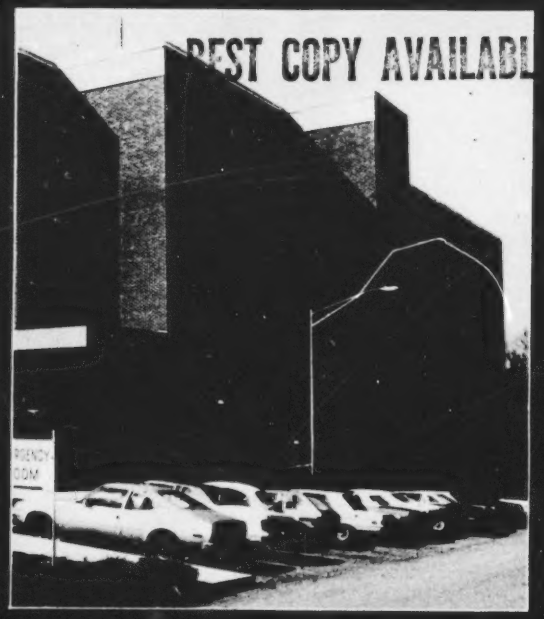
Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$703,614	$ 29,605	$ 680,833	$1,414,052
Child Development	394,007	272,174	678,048	1,344,229
Vocational Education and Other Education	1,320,000	86,000	985,885	2,391,885
Community Development	10,545,463	6,880,775	14,673,975	32,100,213
Energy and Enterprise Development	270,500	0	93,913	364,413
Environment and Natural Resources	20,000	0	0	20,000
Other Programs and Special Demonstrations	37,147	46,677	8,860	92,684
Housing	309,468	0	0	309,468
Local Development District Planning and Administration	439,999	0	146,668	586,667
Research and Technical Assistance	82,499	0	21,666	104,165
Total	**$14,122,697**	**$7,315,231**	**$17,289,848**	**$38,727,776**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**3,926.0**	**4,357.5**	**11.0%**
Total of Counties in Appalachia	**1,734.5**	**1,961.4**	**13.1%**
Anderson	60.3	65.9	9.3%
Bledsoe	7.6	8.5	11.6
Blount	63.7	75.5	18.5
Bradley	50.7	62.8	23.9
Campbell	26.0	32.1	23.1
Cannon	8.5	9.4	11.2
Carter	43.3	47.6	10.0
Claiborne	19.4	26.4	35.7
Clay	6.6	6.9	4.2
Cocke	25.3	28.5	12.7
Coffee	32.6	35.3	8.4
Cumberland	20.7	27.2	31.2
DeKalb	11.2	12.8	14.9
Fentress	12.6	14.6	16.1
Franklin	27.3	30.4	11.4
Grainger	13.9	16.9	21.3
Greene	47.6	52.1	9.5
Grundy	10.6	12.4	16.7
Hamblen	38.7	45.1	16.4
Hamilton	255.1	269.6	5.7
Hancock	6.7	6.7	.1
Hawkins	33.8	39.3	16.6
Jackson	8.1	8.8	7.5
Jefferson	24.9	29.3	17.5
Johnson	11.6	13.9	19.9
Knox	276.3	302.4	9.4
Loudon	24.3	27.3	12.4
McMinn	35.5	39.7	11.9
Macon	12.3	15.0	21.6
Marion	20.6	23.4	13.8
Meigs	5.2	7.0	34.9
Monroe	23.5	27.2	16.0
Morgan	13.6	15.9	17.1
Overton	14.9	17.2	15.7
Pickett	3.8	4.4	16.8
Polk	11.7	13.2	13.0
Putnam	35.5	41.9	18.1
Rhea	17.2	22.7	32.0
Roane	38.9	44.7	14.9
Scott	14.8	17.8	20.8
Sequatchie	6.3	7.7	22.4
Sevier	28.2	37.0	30.9
Smith	12.5	14.1	13.0
Sullivan	127.3	138.5	8.8
Unicoi	15.3	15.7	2.8
Union	9.1	11.9	31.1
Van Buren	3.8	4.3	14.6
Warren	27.0	31.3	16.2
Washington	73.9	83.0	12.3
White	16.3	19.7	20.9

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-42.

Tennessee





(RIGHT) Cookeville's ARC-assisted general hospital is well staffed and fully equipped. (TVA RIGHT) South Holston Lake from Holston Mountain

Virginia

Project Totals Approved in Fiscal Year 1979

Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$ 200,000	$ 0	$ 367,631	$ 567,631
Child Development	228,615	10,966	98,128	337,709
Vocational Education and Other Education	422,548	0	219,785	642,333
Community Development	4,875,079	6,167,995	5,868,940	16,912,014
Energy and Enterprise Development	75,000	0	0	75,000
Environment and Natural Resources	283,200	0	78,800	362,000
Housing	1,606,000	0	67,667	1,673,667
Local Development District Planning and Administration	448,000	0	195,902	643,902
Research and Technical Assistance	120,116	100,000	3,372	223,488
Total	**$8,258,558**	**$6,278,961**	**$6,900,225**	**$21,437,744**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**4,651.4**	**5,148.1**	**10.7%**
Total of Counties in Appalachia	**470.3**	**525.2**	**11.7%**
Alleghany	12.5	12.9	3.4%
Bath	5.2	5.5	5.3
Bland	5.4	6.4	17.3
Botetourt	18.2	21.5	18.2
Buchanan	32.1	36.0	12.2
Carroll	23.1	23.8	3.0
Craig	3.5	4.1	15.8
Dickenson	16.1	20.0	24.1
Floyd	9.8	10.7	9.7
Giles	16.7	16.7	-.3
Grayson	15.4	15.6	1.3
Highland	2.5	2.8	10.5
Lee	20.3	25.3	24.5
Pulaski	29.6	33.0	11.7
Russell	24.5	28.6	16.6
Scott	24.4	24.7	1.4
Smyth	31.3	32.4	3.3
Tazewell	39.8	49.5	24.3
Washington	36.0	41.5	15.2
Wise	35.9	44.3	23.2
Wythe	22.1	24.3	9.9
* Bristol City	19.7	20.9	6.2
* Clifton Forge City	5.5	4.8	-11.9
* Covington City	10.1	9.0	-10.7
* Galax City	6.3	6.6	5.8
* Norton City	4.2	4.3	3.3

*Independent Cities.
County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, 78-46.

Bill Blanton

Buchanan and Dickenson counties have a new water system (ABOVE, the raw water intake pump on Lake Flannagan).

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Virginia

Covered bridge in Grayson County

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Clintwood, county seat of Dickenson County

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West Virginia

Project Totals Approved in Fiscal Year 1979

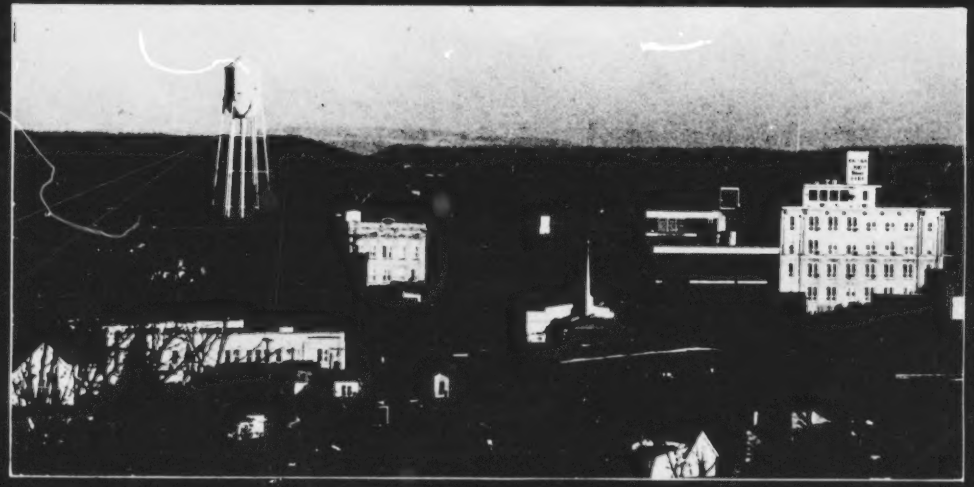
Program Category	ARC Funds	Other Federal Funds	State and Local Funds	Total Eligible Cost
Health	$1,434,305	$ 18,313	$1,361,734	$2,814,352
Child Development	738,021	364,255	425,127	1,527,403
Vocational Education and Other Education	1,575,253	269,925	2,544,144	4,389,322
Community Development	7,132,222	26,351,955	13,989,161	47,473,338
Energy and Enterprise Development	36,940	92,038	65,995	194,973
Environment and Natural Resources	871,244	0	231,061	1,102,305
Housing	748,750	0	16,250	765,000
Local Development District Planning and Administration	701,512	0	282,731	984,243
Research and Technical Assistance	147,000	0	52,999	199,999
Total	**$13,385,247**	**$27,096,486**	**$18,969,202**	**$59,450,935**

Population (in thousands)	1970	1978	Percentage of Change 1970-78
State Total	**1,744.2**	**1,859.6**	**6.6%**
Total of Counties in Appalachia	**1,744.2**	**1,859.6**	**6.6%**
Barbour	14.0	16.5	17.6%
Berkeley	36.4	42.3	16.2
Boone	25.1	29.4	16.9
Braxton	12.7	13.0	2.4
Brooke	30.4	30.1	-1.1
Cabell	106.9	104.6	-2.1
Calhoun	7.0	8.2	16.0
Clay	9.3	10.6	13.7
Doddridge	6.4	7.1	11.7
Fayette	49.3	55.3	12.2
Gilmer	7.8	8.1	3.7
Grant	8.6	9.2	6.4
Greenbrier	32.1	35.1	9.3
Hampshire	11.7	14.4	22.8
Hancock	39.7	38.8	-2.3
Hardy	8.9	9.6	7.9
Harrison	73.0	75.8	3.8
Jackson	20.9	23.9	14.5
Jefferson	21.3	25.7	20.9
Kanawha	229.5	227.3	-.9
Lewis	17.8	17.9	.3
Lincoln	18.9	21.8	15.2
Logan	46.3	48.9	5.6
McDowell	50.7	51.7	2.0
Marion	61.4	64.7	5.5
Marshall	37.6	40.1	6.7
Mason	24.3	25.7	5.8
Mercer	63.2	68.8	8.9
Mineral	23.1	25.7	11.2
Mingo	32.8	36.6	11.7
Monongalia	63.7	67.9	6.6
Monroe	11.3	13.1	16.2
Morgan	8.5	9.5	11.0
Nicholas	22.6	26.5	17.6
Ohio	63.4	59.3	-6.6
Pendleton	7.0	7.6	8.2
Pleasants	7.3	7.9	8.1
Pocahontas	8.9	9.4	5.6
Preston	25.5	28.4	11.6
Putnam	27.6	33.7	22.0
Raleigh	70.1	83.0	18.5
Randolph	24.6	26.6	8.2
Ritchie	10.1	10.3	2.0
Roane	14.1	15.3	8.6
Summers	13.2	14.8	12.3
Taylor	13.9	15.2	9.7
Tucker	7.4	8.0	7.2
Tyler	9.9	10.6	7.2
Upshur	19.1	22.2	16.5
Wayne	37.6	41.1	9.5
Webster	9.8	11.3	15.1
Wetzel	20.3	21.1	3.6
Wirt	4.2	4.9	18.9
Wood	86.8	91.4	5.2
Wyoming	30.1	33.5	11.3

County figures for 1970 are from the 1970 Census; for 1978 they are provisional population estimates from the Federal-State Cooperative Program for Population Estimates, U.S. Bureau of Census, Series P-26, No. 78-48.

West Virginia

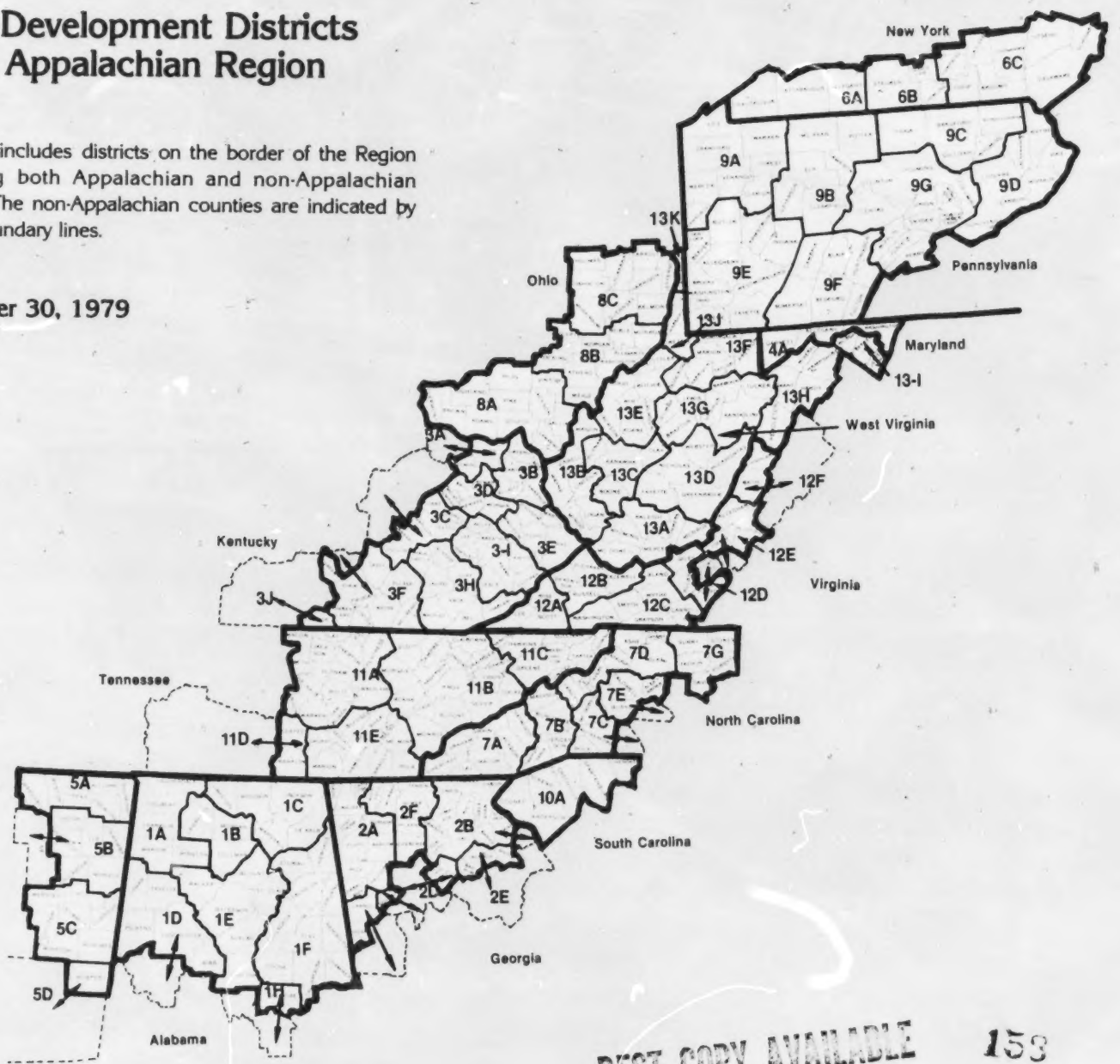
(ABOVE) WWVU-TV, an educational television station operated by West Virginia University, is useful to college instructors in science by supplementing college instruction. (RIGHT) Berkley is West Virginia's third largest city.



Local Development Districts in the Appalachian Region

This map includes districts on the border of the Region containing both Appalachian and non-Appalachian counties. The non-Appalachian counties are indicated by broken boundary lines.

September 30, 1979



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Local Development Districts

See the map opposite.

Alabama

1A: Northwest Alabama Council of Local Governments
P.O. Box 2603
Muscle Shoals, Alabama 35660
205/383-3861

Counties: Colbert, Franklin, Lauderdale, Marion, Winston

1B: North Central Alabama Regional Council of Governments
P.O. Box C
Decatur, Alabama 35602
205/355-4515

Counties: Cullman, Lawrence, Morgan

1C: Top of Alabama Regional Council of Governments
350 Central Bank Bldg.
Huntsville, Alabama 35801
205/533-3330

Counties: DeKalb, Jackson, Limestone, Madison, Marshall

1D: West Alabama Planning and Development Council
Tuscaloosa Municipal Airport
Terminal Building, 2nd Floor
North Port, Alabama 35476
205/345-5545

Counties: Bibb, Fayette, Lamar, Pickens, Tuscaloosa (Greene, Hale)

1E: Birmingham Regional Planning Commission
2112 Eleventh Avenue, South
Birmingham, Alabama 35205
205/251-8139

Counties: Blount, Chilton, Jefferson, St. Clair, Shelby, Walker

1F: East Alabama Regional Planning and Development Commission
P.O. Box 2186
Anniston, Alabama 36201
205/237-6741

Counties: Calhoun, Chambers, Cherokee, Clay, Cleburne, Coosa, Etowah, Randolph, Talladega, Tallapoosa

1H: Central Alabama Regional Planning and Development Commission
808 S. Lawrence Street
Montgomery, Alabama 36104
205/262-7316

Counties: Elmore (Autauga, Montgomery)

Georgia

2A: Coosa Valley Area Planning and Development Commission
3 Broad Street, P.O. Drawer H
Rome, Georgia 30161
404/295-6485

Counties: Bartow, Catoosa, Chattooga, Dade, Floyd, Gordon, Haralson, Paulding, Polk, Walker

2B: Georgia Mountains Planning and Development Commission
P.O. Box 1720
Gainesville, Georgia 30503
404/536-3431

Counties: Banks, Dawson, Forsyth, Franklin, Habersham, Hall, Lumpkin, Rabun, Stephens, Towns, Union, White (Hart)

2C: Chattahoochee-Flint Area Planning and Development Commission
P.O. Box 1363
LaGrange, Georgia 30240
404/882-2956

Counties: Carroll, Heard (Coweta, Meriwether, Troup)

2D: Atlanta Regional Commission
Suite 200
230 Peachtree Street, N.W.
Atlanta, Georgia 30303
404/656-7700

Counties: Douglas, Gwinnett (Clayton, Cobb, DeKalb, Fulton, Rockdale)

2E: Northeast Georgia Area Planning and Development Commission
305 Research Drive
Athens, Georgia 30601
404/548-3141

Counties: Barrow, Jackson, Madison (Clarke, Elbert, Greene, Morgan, Oconee, Oglethorpe, Walton)

2F: North Georgia Area Planning and Development Commission
503 W. Waugh Street
Dalton, Georgia 30720
404/259-2300

Counties: Cherokee, Fannin, Gilmer, Murray, Pickens, Whitfield

Note: Parentheses indicate non-Appalachian counties and independent cities included with the development districts.

Kentucky

3A: Buffalo Trace Area Development District, Inc.
723 West Second Street
Maysville, Kentucky 41056
606/564-6894

Counties: Fleming, Lewis (Bracken, Mason, Robertson)

3B: FIVCO Area Development District
Boyd County Courthouse
P.O. Box 636
Catlettsburg, Kentucky 41129
606/739-5191

Counties: Boyd, Carter, Elliott, Greenup, Lawrence

3C: Bluegrass Area Development District, Inc.
3220 Nicholasville Road
Lexington, Kentucky 40503
606/272-6656

Counties: Clark, Estill, Garrard, Lincoln, Madison, Powell (Anderson, Bourbon, Boyle, Fayette, Franklin, Harrison, Jessamine, Mercer, Nicholas, Scott, Woodford)

3D: Gateway Area Development District, Inc.
P.O. Box 107
Owingsville, Kentucky 40360
606/674-6355

Counties: Bath, Menifee, Montgomery, Morgan, Rowan

3E: Big Sandy Area Development District, Inc.
Tourist Information Center
Prestonsburg, Kentucky 41653
606/886-2374

Counties: Floyd, Johnson, Magoffin, Martin, Pike

3F: Lake Cumberland Area Development District, Inc.
P.O. Box 377
Jamestown, Kentucky 42629
502/343-3154

Counties: Adair, Casey, Clinton, Cumberland, Green, McCreary, Pulaski, Russell, Wayne (Taylor)

3H: Cumberland Valley Area Development District, Inc.
106 Broad Street
London, Kentucky 40741
606/864-7391

Counties: Bell, Clay, Harlan, Jackson, Knox, Laurel, Rockcastle, Whitley

3I: Kentucky River Area Development District, Inc.
P.O. Box 986
Hazard, Kentucky 41701
606/436-3158

Counties: Breathitt, Knott, Lee, Leslie, Letcher, Owsley, Perry, Wolfe

3J: Barren River Area Development District, Inc.
429 E. 10th Street
P.O. Box 2120
Bowling Green, Kentucky 42101
502/781-2381

Counties: Monroe (Allen, Barren, Butler, Edmonson, Hart, Logan, Metcalfe, Simpson, Warren)

Maryland

4A: Tri-County Council for Western Maryland, Inc.
Room 228, County Office Building
3 Pershing Street
Cumberland, Maryland 21502
301/777-2160

Counties: Allegany, Garrett, Washington

Mississippi

5A: Northeast Mississippi Planning and Development District
P.O. Box 6D
Booneville, Mississippi 38829
601/728-6248

Counties: Alcorn, Benton, Marshall, Prentiss, Tippah, Tishomingo

5B: Three Rivers Planning and Development District
99 Center Ridge Drive
Pontotoc, Mississippi 38863
601/489-2415

Counties: Chickasaw, Itawamba, Lee, Monroe, Pontotoc, Union (Calhoun, Lafayette)

5C: Golden Triangle Planning and Development District
P.O. Drawer DN
Mississippi State, Mississippi 39762
601/325-3855

Counties: Choctaw, Clay, Lowndes, Noxubee, Oktibbeha, Webster, Winston

5D: East Central Mississippi Planning and Development District
410 Decatur Street
Newton, Mississippi 39345
601/683-2007

Note: Parentheses indicate non-Appalachian counties and independent cities included with the development districts.

Counties: Kemper (Clarke, Jasper, Lauderdale, Leake, Neshoba, Newton, Scott, Smith)

New York

6A: Southern Tier West Regional Planning and Development Board
41 Main Street
Salamanca, New York 14779
716/945-5301

Counties: Allegany, Cattaraugus, Chautauqua

6B: Southern Tier Central Regional Planning and Development Board
53½ Bridge Street
Corning, New York 14830
607/962-3021 and 962-5092

Counties: Chemung, Schuyler, Steuben

6C: Southern Tier East Regional Planning and Development Board
84 Court Street
Binghamton, New York 13901
607/724-1327

Counties: Broome, Chenango, Cortland, Delaware, Otsego, Schoharie, Tioga, Tompkins

North Carolina

7A: Southwestern North Carolina Planning and Economic Development Commission
P.O. Drawer 850
Bryson City, North Carolina 28713
704/488-2117 and 2118

Counties: Cherokee, Clay, Graham, Jackson, Macon, Swain, Haywood

7B: Land-of-Sky Regional Council
P.O. Box 2175
Asheville, North Carolina 28802
704/254-8131

Counties: Buncombe, Henderson, Madison, Transylvania

7C: Isothermal Planning and Development Commission
P.O. Box 841
Rutherfordton, North Carolina 28139
704/287-2281

Counties: McDowell, Polk, Rutherfordton (Cleveland)

7D: Region D Council of Governments
P.O. Box 1820
Boone, North Carolina 28607
704/264-5558

Counties: Alleghany, Ashe, Avery, Mitchell, Watauga, Wilkes, Yancey

7E: Western Piedmont Council of Governments
30 Third Street, N.W.
Hickory, North Carolina 28601
704/322-9191

Counties: Alexander, Burke, Caldwell (Catawba)

7I: Northwest Economic Development Commission
280 South Liberty Street
Winston-Salem, North Carolina 27101
919/722-9346

Counties: Davie, Forsyth, Stokes, Surry, Yadkin

From Clinch Mountain, Tennessee's Grainger County reveals rolling hills and farms.

Kenneth Murray

Note: Parentheses indicate non-Appalachian counties and independent cities included with the development districts.

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Ohio

8A: Ohio Valley Regional Development Commission
Griffin Hall
740 Second Street
Portsmouth, Ohio 45662
614/354-7795

Counties: Adams, Brown, Clermont, Gallia, Highland, Jackson, Lawrence, Pike, Ross, Scioto, Vinton

8B: Buckeye Hills-Hocking Valley Regional Development District, Inc.
216 Putnam Street
St. Clair Bldg., Suite 410
Marietta, Ohio 45750
614/374-9436

Counties: Athens, Hocking, Meigs, Monroe, Morgan, Noble, Perry, Washington

8C: Ohio Mid-Eastern Governments Association
326 Highland Avenue
P.O. Box 130
Cambridge, Ohio 43725
614/439-4471

Counties: Belmont, Carroll, Coshocton, Guernsey, Harrison, Holmes, Jefferson, Muskingum, Tuscarawas

Pennsylvania

9A: Northwest Pennsylvania Regional Planning and Development Commission
Biery Building, Suite 406
Franklin, Pennsylvania 16323
814/437-3024

Counties: Clarion, Crawford, Erie, Forest, Lawrence, Mercer, Venango, Warren

9B: North Central Pennsylvania Regional Planning and Development Commission
P.O. Box 377
Ridgway, Pennsylvania 15853
814/773-3162

Counties: Cameron, Clearfield, Elk, Jefferson, McKean, Potter

9C: Northern Tier Regional Planning and Development Commission
122 Center Street
Towanda, Pennsylvania 18848
717/265-9103

Counties: Bradford, Sullivan, Susquehanna, Tioga, Wyoming

9D: Economic Development Council of Northeastern Pennsylvania
P.O. Box 777
Avoca, Pennsylvania 18641
717/655-5581

Counties: Carbon, Lackawanna, Luzerne, Monroe, Pike, Schuylkill, Wayne

9E: Southwestern Pennsylvania Economic Development District
Park Building, Room 1411
355 Fifth Avenue
Pittsburgh, Pennsylvania 15222
412/391-1240

Counties: Allegheny, Armstrong, Beaver, Butler, Fayette, Greene, Indiana, Washington, Westmoreland

9F: Southern Alleghenies Planning and Development Commission
1506 - 11th Avenue, Suite 100
Altoona, Pennsylvania 16601
814/946-1641

Counties: Bedford, Blair, Cambria, Fulton, Huntingdon, Somerset

9G: SEDA-COG
R.D. No. 1
Lewisburg, Pennsylvania 17837
717/524-4491

Counties: Centre, Clinton, Columbia, Juniata, Lycoming, Mifflin, Montour, Northumberland, Snyder, Union (Perry)*

South Carolina

10A: South Carolina Appalachian Council of Governments
Piedmont East, Suite 500
Drawer 6668, 37 Villa Road
Greenville, South Carolina 29606
803/242-9733

Counties: Anderson, Cherokee, Greenville, Oconee, Pickens, Spartanburg

Note: Parentheses indicate non-Appalachian counties and independent cities included with the development districts.

*Geographically in SEDA-COG, administratively in Capitol Regional Planning and Development Agency in Harrisburg.

Tennessee

11A: Upper Cumberland Development District
Burgess Falls Road
Cookeville, Tennessee 38501
615/432-4111

Counties: Cannon, Clay, Cumberland, DeKalb, Fentress, Jackson, Macon, Overton, Pickett, Putnam, Smith, Van Buren, Warren, White

William Kuykendall

Workers on New York's Bath and Hammondsport railroad keep the stock in tiptop condition.

11B: East Tennessee Development District
P.O. Box 19806
Knoxville, Tennessee 37919
615/584-8553

Counties: Anderson, Blount, Campbell, Claiborne, Cocke, Grainger, Hamblen, Jefferson, Knox, Loudon, Monroe, Morgan, Roane, Scott, Sevier, Union

11C: First Tennessee-Virginia Development District
207 N. Boone Street
Johnson City, Tennessee 37601
615/928-0224

Counties: Carter, Greene, Hancock, Hawkins, Johnson, Sullivan, Unicoi, Washington; Washington County, Virginia

11D: South Central Tennessee Development District
805 Nashville Highway
Columbia, Tennessee 38401
615/381-2040

Counties: Coffee, Franklin (Bedford, Giles, Hickman, Lawrence, Lewis, Lincoln, Marshall, Maury, Moore, Perry, Wayne)

11E: Southeast Tennessee Development District
423 James Building
735 Broad Street
Chattanooga, Tennessee 37402
615/266-5781

Counties: Bledsoe, Bradley, Grundy, Hamilton, McMinn, Marion, Meigs, Polk, Rhea, Sequatchie

Virginia

12A: LENOWISCO Planning District Commission
U.S. #58-421W
Duffield, Virginia 24244
703/431-2206

Counties: Lee, Scott, Wise, City of Norton

12B: Cumberland Plateau Planning District
P.O. Box 548
Lebanon, Virginia 24266
703/889-1778

Counties: Buchanan, Dickenson, Russell, Tazewell

12C: Mount Rogers Planning District Commission
1021 Terrace Drive
Marion, Virginia 24354
703/783-5103

Counties: Bland, Carroll, Grayson, Smyth, Washington, Wythe, Cities of Bristol and Galax

12D: New River Valley Planning District Commission
1612 Wadsworth Street
Radford, Virginia 24141
703/639-9313

Counties: Floyd, Giles, Pulaski (Montgomery and City of Radford)

Note: Parentheses indicate non-Appalachian counties and independent cities included with the development districts.

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12E: Fifth Planning District Commission
P.O. Drawer 2569
Roanoke, Virginia 24010
703/343-4417

Counties: Alleghany, Botetourt, Craig and Cities of Clifton Forge and Covington (Roanoke County and Cities of Roanoke and Salem)

12F: Central Shenandoah Planning District Commission
P.O. Box 1337
Staunton, Virginia 24401
703/885-5174

Counties: Bath, Highland (Augusta, Rockbridge, Rockingham and Cities of Buena Vista, Harrisonburg, Lexington, Staunton and Waynesboro)

West Virginia

13A: Region 1 Planning and Development Council
P.O. Box 1442
Princeton, West Virginia 24740
304/425-9508

Counties: McDowell, Mercer, Monroe, Raleigh, Summers, Wyoming

13B: Region 2 Planning and Development Council
1221 - 6th Avenue
Huntington, West Virginia 25701
304/529-3357

Counties: Cabell, Lincoln, Logan, Mason, Mingo, Wayne; Boyd County, Kentucky, and Lawrence County, Ohio

13C: BCKP Regional Intergovernmental Council—Region 3
1426 Kanawha Boulevard, East
Charleston, West Virginia 25301
304/344-2541

Counties: Boone, Clay, Kanawha, Putnam

13D: Region 4 Planning and Development Council (Gauley)
500B Main Street
Summersville, West Virginia 26651
304/872-4970

Counties: Fayette, Greenbrier, Nicholas, Pocahontas, Webster

13E: Mid-Ohio Valley Regional Council—Region 5
217 - 4th Street
Parkersburg, West Virginia 26101
304/485-3801

Counties: Calhoun, Jackson, Pleasants, Ritchie, Roane, Tyler, Wirt, Wood

13F: Region 6 Planning and Development Council
201 Deveny Building
Fairmont, West Virginia 26554
304/366-5693

Counties: Doddridge, Harrison, Marion, Monongalia, Preston, Taylor

13G: Region 7 Planning and Development Council
Upshur County Court House
Buckhannon, West Virginia 26201
304/472-6564

Counties: Barbour, Braxton, Gilmer, Lewis, Randolph, Tucker, Upshur

13H: Region 8 Planning and Development Council
P.O. Box 887
Petersburg, West Virginia 26847
304/257-1221

Counties: Grant, Hampshire, Hardy, Mineral, Pendleton

13I: Eastern Panhandle Regional Planning and Development Council—Region 9
121 W. King Street
Martinsburg, West Virginia 25401
304/263-1743

Counties: Berkeley, Jefferson, Morgan

13J: Bel-O-Mar Regional Council and Planning Commission—Region 10
P.O. Box 2086
Wheeling, West Virginia 26003
304/242-1800

Counties: Marshall, Ohio, Wetzel; Belmont County, Ohio

13K: Brooke Hancock Jefferson Metropolitan Planning Commission—Region 11
814 Adams Street
Steubenville, Ohio 43952
614/282-3685

Counties: Brooke, Hancock; Jefferson County, Ohio

Note: Parentheses indicate non-Appalachian counties and independent cities included with the development districts.

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The citizens of Clinchport, Virginia, which was devastated in the 1977 spring floods, will be relocated to the new planned community of Thomas Village, being built with the help of ARC and TVA.

Egon Weck

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